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100TH CONGRESS
2d Session

HOUSE OF REPRESENTATIVES

REPORT
100–1107

PROGRESS REPORT

OF THE

SELECT COMMITTEE ON HUNGER

DECEMBER 13, 1988.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

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*Effective July 13, 1987.
**Effective October 17, 1988.

LETTER OF TRANSMITTAL

U.S. House of Representatives,
Select Committee on Hunger,
Washington, DC, December 13, 1988.

Hon. Jim Wright,
Speaker, Washington, DC.

Dear Mr. Speaker: I am pleased to transmit the enclosed Progress Report of the Select Committee on Hunger, which informs the House of Representatives of the Committee's activities during the 100th Congress, in the areas of domestic and international hunger and malnutrition.

Sincerely,

Mickey Leland, *Chairman.*

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100TH CONGRESS
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PROGRESS REPORT ON THE ACTIVITIES OF THE SELECT COMMITTEE ON HUNGER DURING THE 100TH CONGRESS

DECEMBER 13, 1988.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

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Mr. LELAND, from the Select Committee on Hunger, submitted the following

REPORT

SECTION 1. SUMMARY OF COMMITTEE'S WORK

I. OVERVIEW OF THE SELECT COMMITTEE'S MANDATE AND INVESTIGATIONS

A. The Committee's Mandate

The Select Committee on Hunger was created on February 22, 1984 by a vote of 309-78 in the House of Representatives. The resolution authorizing the Committee, was cosponsored by 258 Members and was supported by a diverse coalition of over 60 national organizations. On March 7, 1985, the Select Committee was reauthorized by a vote of 286-124 in the House of Representatives. There were over 200 private organizations representing a broad coalition who supported reconstitution of the Committee in the 100th Congress; and the resolution passed by a vote of 312-89 on January 8, 1987.

The Select Committee's mandate is to conduct a continuing comprehensive study and review of the problems of domestic and international hunger and malnutrition. During the 100th Congress, the committee's work was diverse: 32 hearings, nine basic human needs seminars and numerous briefings were held; seven reports were published and coordination with standing committees of jurisdiction assured a comprehensive approach to hunger-related issues. Members of the Committee and staff visited Ethiopia, the Sudan, Somalia, Mali, Angola, Mozambique, Kenya, Bangladesh, Haiti, Nicaragua, Vietnam and Thailand to view first hand, and discuss with representatives of international relief and development organizations, private and voluntary organization officials and with U.S. Government and host government agency officials matters central to the particular crises threatening the lives of millions of people.

The Committee's hearing and briefing schedule was as follows:

1987-88 Hearing Schedule

(Washington, D.C. and Regional)

1987

February 25, Washington, D.C.—Hunger and Homelessness.

February 26, Washington, D.C.—Crisis in Africa and the U.S. Response.

March 5, Washington, D.C.—Basic Education in Developing Countries.

March 12, Washington, D.C.—Banking on the Poor.

March 17, Washington, D.C.—Eradication of Guinea Worm Disease.

April 8, Washington, D.C.—Development with Women: Mainstream or Marginal?

April 29, Washington, D.C.—Role of Federal Food Assistance Programs and Strategies to Reduce Infant Mortality.

May 14, Washington, D.C.—Progress in International Nutrition and Health.

June 18, Washington, D.C.—Enhancing the Developmental Impact of Food.

June 24, Washington, D.C.—Farm Crisis: Growing Poverty and Hunger Among America's Food Producers.

July 10, New Town, North Dakota Regional Hearing—Hunger and Nutrition Problems Among American Indians: A Case Study of North Dakota.

July 23, Washington, D.C.—The World Bank in Africa.

July 24, Greenwood, Mississippi Regional Hearing—Assessing the Effectiveness of Federal Assistance Programs in Rural Mississippi.

August 5, Washington, D.C.—Role of Gleaning in Efforts to Alleviate Hunger.

September 30, Washington, D.C.—Continuing Efforts to Coordinate and Simplify Major Federal Assistance Programs.

October 2, Washington, D.C.—Barriers to Participation in Federal Assistance Programs.

October 7, Washington, D.C.—Crisis in Southern Africa: The Price of Destablization.

October 8, Washington, D.C.—Renewed Challenge in Ethiopia.

November 18, Washington, D.C.—Private Capacities and Public Responsibilities in Alleviating World Hunger.

1988

February 24, Washington, D.C.—U.S. Food Aid Programs: Meeting the Needs?

February 24, Washington, D.C.—Hunger Emergency in America. Joint hearing with Domestic Marketing, Consumer Relations and Nutrition Subcommittee of the House Agriculture Committee.

March 10, Washington, D.C.—African Crisis: Angola, Mozambique, Ethiopia and Sudan. Joint hearing with Africa Subcommittee of the House Foreign Affairs Committee.

March 24, Washington, D.C.—In Support of Children: Many Successes But Much To Be Done.

March 30, Washington, D.C.—Poverty and Hunger in Hispanic America: The Inadequacy of Data for Policy Planning.

April 20, Washington, D.C.—Self-Employment for the Poor: The Potential of Micro Enterprise Credit Programs.

May 11, Washington, D.C.—A.I.D. and Third World Women: The Unmet Potential.

June 16, Washington, D.C.—Three Asian Countries in Crises: Afghanistan, Vietnam and the Philippines.

June 24, Montgomery, West Virginia Regional Hearing—Appalachia Revisited: The Persistence of Hunger and Poverty in West Virginia.

June 30, Aids and the Third World: The Impact on Development.

July 14, Washington, D.C.—Ethiopia and Sudan: Warfare, Politics and Famine.

August 4, Washington, D.C.—The Hunger Emergency Assistance and Relief Trust Act of 1986: Individual Giving to Alleviate Hunger. Joint hearing with the Select Revenue Measures Subcommittee of the House Ways and Means Committee.

October 10, Birmingham, Alabama Regional Hearing—Infant Survival: A Challenge for the South.

1987-88 Seminar and Special Awareness Events

(Washington, D.C.)

1987

February, The Committee facilitated Youth Ending Hunger, a coalition of high school and college students involved in helping to alleviate hunger, by hosting their yearly presentation to the Congress.

March 26, The Committee's first in a series of Basic Human Needs Seminars was held on the tropic of "Women's Issues in Development Policy." Current efforts to more fully integrate women in the development process were discussed. Representative Patterson hosted the seminar and speakers included: Mayra Buvinic, Director, International Center for Research on Women; Joycelin Massiah, Director, Institute for Social and Economic Research, University of the West Indies; Amartya Sen. Development Economist, Oxford University and Nadia Youssef, Senior Policy Specialist, Program Development and Planning Division, UNICEF.

September 11, The Committee's second Basis Human Needs Seminar focused on the crisis in Mozambique. The discussion on the ongoing struggle with the Government of Mazambique was led by Roy Stacy, Deputy Assistant Secretary of State for African Affairs and representatives from UNICEF and Amnesty International.

October 12, The Committee participated in World Food Day activities and cohosted a Capitol Hill forum jointly with the End Hunger Network.

October 30, The Committee participated in the Hill Staffers for the Homeless by hosting a Halloween Party for homeless children in the Washington, D.C. area. Food and toy donations were extended by the Capitol Hill offices.

November, Committee Members met with representatives of the United Nations Association of the U.S.A. regarding their recently published report on recommendations to alleviate abject poverty in less developed countries.

December, Committee Members and staff met with the American Charg'e to Ethiopia regarding the current status of hunger and malnutrition in that country and the current relationship the Unted States has with Ethiopia.

1988

March 9, The third Basic Human Needs Seminar, sponsored by the committee, representative Patricia Schroeder, Representative Mervyn Dymally and the African Development Foundation on "Fueling Africa's Economic Engine: Empowering the Women of Africa." Speaking on the issue of integrating women into the development process was Dr. Maigenet Shifferraw a consultant at the World Bank.

March 16, The Committee cohosted a luncheon with ABC/Cap Cities and discussed an upcoming television film on homelessness. Actor Dorian Harewood provided special commentary on his work in the film and on the issue of homeless in general.

April 25, A fourth Basic Human Needs Seminar was held. Dr. Abdul Wahab, chief of planning and analysis of the U.S. Agency for International Development discussed the U.S. response to the environmental crisis in Sub-Saharan Africa. A brief slide presentation illustrated critical AID resources management projects in African countries.

April 29, The Committee's fifth Basic Human Need Seminar focused on how population growth rates and hunger in the developing world are closely linked. Ms. Jodi Jacobson, senior researcher at the World Watch Institute and co-author of *State of the World—1988* spoke on the importance of family planning and population planning as they relate to poverty, malnutrition and hunger.

May 5, The sixth Basic Human Needs Seminar entitled "Forum on Women in Development" was cosponsored by the Overseas Educational Fund, the Coalition for Women in Development and the Select Committee on Hunger. The discussion focused on the importance of H.R. 4049, "The Women in Development Act of 1988." Presentations were made by Representative Patricia Schroeder, Kay Davies, Director of the U.S. Agency for International Development's Women in Development Office and Elise Smith, Director of Overseas Educational Fund.

June 8, Committee member, Byron Dorgan, called a meeting of the Select Committee on Hunger Working Group on Central America which was attended by Members of the Committee and staff, as well as several private voluntary organizations and administration representatives.

June 29, The African-America Institute cohosted with the Select Committee on Hunger a luncheon seminar with members of the Angolan Government on U.S. Angolan relations.

August 4, The committee cosponsored a briefing with the Africa Subcommittee of the House Foreign Affairs Committee and the Refugee Policy Group concerning security conditions, human rights and displaced persons in Sudan and Uganda.

November 15, The Africa Subcommittee of the House Foreign Affairs Committee and the Select Committee on Hunger cosponsored the seventh Basic Human Needs Seminar in a roundtable discussion on "Reassessing United States Policy Toward Somalia."

December 7, The Committee held its eight Basic Human Needs Seminar on "Population Growth and its Effects on Hunger". Guest speakers were Ben Byrpi-Garbrah, Project Director for the Impact Project in Ghana; James McCarthy, Director, Center for Population and Family Health at Columbia University, Patricia Baldi, Director of Population, National Audobon Society and Irving Friedman, COB, Population Resource Center.

B. Summary of Committee's Work

Since the creation of the Select Committee on Hunger in 1984, the Committee has been successful in working in a bipartisan fashion on practical ways to alleviate the complex problems of hunger. The Committee's work on hunger-related issues has been enhanced by its cooperative efforts with the standing committees of jurisdiction. The Committee has focused its investigation on several major areas.

In the international arena, the issues surrounding women in development gained prominence with the passage of legislation initiated by committee members, which instructs the U.S. agency for International Development to design all country development strategies, programs and projects to include women either in proportion to their participation in the targetted activity or their proportion of the population, which ever is higher; and, by substantially increasing funding for both AID and United Nation women in development activities.

The Committee continued to monitor a series of diverse crises threatening millions of people throughout Sub-Saharan Africa. Natural calamities and civil strife in Ethiopia, the Sudan, Uganda, Somalia, Mozambique, Angola and other countries required a vigilent and generous response from the United States Government and other international donors. The Committee sent delegations to these countries to help determine appropriate USG humanitarian action; and issued periodic situation reports on the crises to keep congressional offices and the public informed of both need and USG response. Committee members also served as catalysts for funding of a humanitarian assistance package for Southern Africa which was included in the FY 87 supplemental appropriations bill.

Continuing with great interest in basic education in less developed countries, Committee members advocated and worked in cooperations with their Senate counterparts to achieve an earmark of $64,770,000, which equals half of AID's Education and Human Resources Account and a 55 percent increase over last years's earmark. The legislation requires AID to initiate two new programs in basic primary and secondary education in FY 89, at least one of which must be in Sub-Saharan Africa, and three new programs in both FY 90 and FY 91, at least two of which must be in Sub-Saharan Africa.

Having played an instrumental role in the creation of the Child survival Fund in FY 85, Committee members have played prominent roles in securing funding for spending on children during the past four years. However, the committee identified a disturbing change in AID's support for child survival activities in FY 88: spending on these activities had declined by approximately 20 percent, including a 30 percent decline in spending for African children. As a result, foreign aid appropriations report language was included to strongly encourage AID to increase funding for child survival activities in FY 89 to a level at least as high as that of FY 87. Additional language incorporating this goal specifically for spending on African children was also advocated and incorporated into the final conference report.

Programs to reduce blindness and malutrition through increased use of vitamin A continued with the Committee advocating the inclusion of an $8 million earmark for AID's Vitamin A Deficiency Programs, which was contained in the foreign aid appropriations act.

The Select Committee chairman instituted a working group on Central America to explore options on development activities in the region. As a result, legislation was enacted to aid chidren who were victims of the Nicaraguan civil strife.

A Committee initiative resulted in the provision of $1 million for FY 88 within the international disaster assistance account for the care and for the reunification of orphans and abandoned children who were the victims of the 1984/85 African famine. $1.5 million has been enacted for FY 89 for programs already underway in Ethiopia and other famine-affected countries.

The eradication of Guinea worm disease has been an area of particular interest to the Committee over the past several years. Report language in the foreign assistance authorization bills for FY 88 and FY 89 contained provisions to make eradication of this disease a priority measure in AID-assisted countries where the disease is endemic and to exercise leadership in a coordinated international campaign to eradicate the disease.

In the domestic arena, as a result of hearings and committee research, the issue of affordable fresh and nutritious foods has been a major concern for a number of years. Committee members initiated legislation which became incorporated under the Emergency Hunger Prevention Act of 1988, which authorizes the establishment of a three-year, ten state demonstration project designed to: provide fresh nutritious unprepared foods purchased at farmers' markets to persons who are nutritionally at risk; and, expand the awareness and use of farmers' markets and increase the farmers' sales at such markets.

As part of the Emergency Hunger Prevention Act of 1988, Committee members concerned with bureaucratic obstacles which prevent low income recipients from accessing benefits, developed language which would authorize the Secretary of Agriculture to consult with the Secretary of Health and Human Services to aid states in developing brief, simply-written and coordinated application forms for the Food Stamp, Aid to Families with Dependent Children and Medicaid Programs.

Hearings and research led Committee members to initiate legislation as part of the Indian Health Care Amendments of 1987 which creates a new diabetes center for the Three Affiliated Tribes at Fort Berthold which will coordinate a comprehsnsive diabetes control program of nutrition education, counseling, prevention and treatment.

Select Committee members approached by food banks across the country, worked with Senate counterparts to secure an amendment to the Technical Corrections Act which would grant the Internal Revenue Service the authority to promulgate regulations allowing closely held corporations a more relaxed reporting requirement for contributions. This would encourage rather than hinder donations to food banks and soup kitchens across the country.

Committee members were instrumental in assuring the inclusion of gleaning clearinghouse language in the Emergency Hunger Prevention Act. The law states that the Secretary of Agriculture is to provide technical assistance to state and local agencies for encouraging public and private nonprofit agency involvement in, and sponsorship of, gleaning programs; and, collecting, disseminating information on the types, amounts and geographical location of agricultural products and prepared foods available for gleaning.

Continuing the Committee's commitment to the homeless, Committee members secured provisions in the Stewart B. McKinney Homeless Assistance Act which included the establishment and enhancement of federal food assistance for the homeless; and, increased funding for a three-year extension of primary and mental health care services for the homeless including substance abuse counseling and treatment, 24 hour emergency care, outreach and referral for accessing public aid entitlement benefits. Further legislation was secured by Committee members—the approval of an amendment to the Juvenile Justice and Delinquency Prevention Act which establishes a $5 million grant program to support transitional living facilities for homeless youth to encourage self-sufficiency and prevent long-term dependency on social services.

Research by the Committee revealed an increasing number of families which own and operate farms are in desperate need of food assistance. As a result of a hearing on the farm crisis, recommendations were incorporated in the Family Welfare Reform Act of 1987, giving farm families the option of annualizing self-employment income and resources and that they not be required to use income from the previous year to provide projections for upcoming year income to determine eligibility.

Continuous work with the House Labor-Health and Human Services—Education Appropriations Subcommittee produced funding in FY 87 for Pediatric Undernutrition Grants sponsored by the Centers for Disease Control to States to support demonstration projects designed to monitor the prevalence of severe undernutrition among low-income, high-risk preschool children, as well as identify risk factors and assure appropriate referral. Grants were awarded to Massachusetts, Louisiana, Mississippi and Florida.

C. Need for Further Efforts

There is a strong bipartisan concensus of the Select Committee on Hunger in favor of the reauthorization of the Committee for the 101st Congress. The Members believe they can offer a valuable perspective on the hunger debate in both the international and domestic areas. Key issues involving programs which are intended to alleviate hunger and malnutrition will be considered during the 101st Congress. As the only Committee mandated to focus solely on the diverse and complex issues relating to hunger, the need for the Select Committee remains. Hearings in Washington, D.C. and around the nation, as well as fact-finding missions in less developed countries have provided evidence that much more remains to be done. The hunger problem is multi-dimensional and defies easy solution.

Though the Committee has accomplished much during the past four-and-a-half years, it is using the knowledge in that time to examine and recommend specific issues for investigation during the 101st Congress including:

Advocating a stronger U.S.G. foreign disaster assistance account to prevent the diversion of scarce development assistance funds into disaster relief programs;

Exploring measures to expand water for human consumption programs to prevent up to eighty percent of all human illness and disease as well as heavy losses in agricultural and other economic productivity;

Re-examining a resumption of U.S.G. leadership in the population field, focusing on the vital issues of funding family planning assistance programs;

Building upon the progress made during 1988 in advancing the women in development focus on the U.S.G.'s foreign assistance program and advocating it as a strong component of the foreign assistance authorization bill;

Continuing to monitor U.S. A.I.D.'s initiatives to combat the international AIDS epidemic;

Assisting in the evolving U.S. policy towards Central America and the Caribbean by focusing more attention on the urgent need to alleviate poverty and suffering in the region;

Continuing focus on the U.S. A.I.D.'s increased funding for child survival activities;

Advocating increased concentration of A.I.D. activities in basic primary and secondary education;

Exploring the possibility of building upon vitamin A supplements for new Africa-focused vitamin A initiatives;

Sponsoring initiatives to facilitate the collection, analysis and dissemination of natural data on the health and nutrition status of Hispanics;

Exploring the utility of a uniform system of securing, analyzing or disseminating data for food security and vulnerable populations;

Continuing to work toward simplifying and coordinating two major public welfare programs—the Food Stamp and Aid to Families with Dependent Children Programs, to allow for fast, efficient and effective services to needy recipients;

Monitoring the impact of the drought on the nation's poor, especially on certain components of the Thrifty Food Plan options for assuring that the plan reflects realistic food purchasing opportunities, price fluctuations of various U.S.D.A. food plans and the impact the drought will have on the Federal

Government's ability to continue commodity distribution to those in need;

Continuing work on the availability of competitively priced food in low-income, inner-city and rural communities.

Actively monitoring the automation of major public assistance programs as a means for improving system operation and service delivery;

Leading efforts for the implementation of effective policies and programs to alleviate high infant mortality rates; and

Continuing investigations on various income security and economic development programs which may be utilized to support self-help projects.

SECTION 2. COMMITTEE HISTORY AND ACTIVITIES

I. COMMITTEE AUTHORITY AND ORGANIZATIONS

A. Legislative history

A resolution to create the Select Committee on Hunger, H. Res. 15, was introduced on January 3, 1983 by Representatives Mickey Leland and Benjamin Gilman. The resolution was referred to the Rules Committee, which held a hearing on H. Res. 15. A substitute resolution was reported by the Rules Committee shortly thereafter. The House passed the resolution overwhelmingly in February 1984.

The Committee introduced H. Res. 20, a resolution to reconstitute the Select Committee on Hunger on January 3, 1985. Once again, as legislation of original jurisdiction, the resolution was referred to the Rules Committee which held a hearing on H. Res. 20. The resolution was reported by the Rules Committee, and enthusiastically passed by the House on March 7, 1985. Finally, H. Res. 14 was introduced January 3, 1987 and referred to the Rules Committee, which reported out a substituted resolution and consequently was passed by the House on January 7, 1988 by an overwhelming majority.

The text of the resolution providing for the establishment of the Select Committee is reproduced below:

HOUSE OF REPRESENTATIVES RESOLUTION TO ESTABLISH THE SELECT COMMITTEE ON HUNGER

That there is hereby established in the House of Representatives a select committee to be known as the Select Committee on Hunger (hereinafter referred to as the "select committee").

FUNCTIONS

SEC. 2(a) The select committee shall not have legislative jurisdiction. The select committee shall have authority—

(1) to conduct a continuing comprehensive study and review of the problems of hunger and malnutrition, including but not limited to, those issues addressed in the reports of the Presidential Commission on World Hunger and the Independent Commission on International Development Issues, which issues include—

(A) The United States development and economic assistance program and the executive branch structure responsible for administering the program;

(B) world food security;

(C) trade relations between the United States and less developed countries;

(D) food production and distribution;

(E) corporate and agribusiness efforts to further international development;

(F) policies of multilateral development banks and international development institutions; and

(G) food assistance programs in the United States;

(2) to review any recommendations made by the President, or by any department or agency of the executive branch of the Federal Government, relating to programs or policies affecting hunger or malnutrition, and

(3) to recommend to the appropriate committees of the House legislation or other action the Select Committee considers necessary with respect to programs or policies affecting hunger or malnutrition.

(b) Nothing contained in this resolution shall be construed to limit or alter the legislation and oversight jurisdication of any standing committee of the House under rule X of the Rules of the House of Representatives.

APPOINTMENT AND MEMBERSHIP

SEC. 3. (a) The Select Committee shall be composed of not more than thirty Members of the House, who shall be appointed by the Speaker, one of whom shall be designated as chairman.

(b) Any vacancy occurring in the membership of the Select Committee shall be filled in the same manner in which the original appointment was made.

(c) For purposes of this section, the term "Members" shall include any Representative in, or Delegate or Resident Commissioner to, the House of Representatives.

AUTHORITY AND PROCEDURES

SEC. 4 (a) For purposes of carrying out this resolution, the Select Committee is authorized to sit and act during the present Congress at such times and places within the United States, including any Commonwealth or possession thereof, or elsewhere, whether the House is in session, has recessed, or had adjourned, and to hold such hearings as it deems necessary.

(b) The provisions of clauses 1, 2, and 3 of rule XI of Rules of the House of Representatives shall apply to the Select Committee except the provisions of clause 2(m)(1)(B) of rule XI relating to subpoena power.

(c) Nothing contained in subsection (a) of this section shall be construed to limit the applicability of clause 2(i) of Rule XI of the Rules of the House of Representatives to the select committee.

ADMINISTRATIVE PROVISIONS

SEC. 5 (a) Subject to the adoption of expense resolutions as required by clause 5 of rule XI of the Rules of the House of Representatives, the Select Committee may incur expenses in connection with its duties under this resolution.

(b) In carrying out its functions under this resolution, the Select Committee is authorized—

(1) to appoint, either on a permanent basis or as experts or consultants, such staff as the Select Committee considers necessary;

(2) to utilize the services of the staffs of those committees of the House from which Members have been selected for membership on the Select Committee;

(3) to prescribe the duties and responsibilities of such staff;

(4) to fix the compensation of such staff at the single per annum gross rate which does not exceed the highest rate of basic pay, as in effect from time to time, of level V of the Executive Schedule in section 5316 of title 5, United States Code;

(5) to terminate the employment of any such staff as the Select Committee considers appropriate; and

(6) to reimburse members of the Select Committee and of its staff for travel, subsistence and other necessary expenses incurred by them in the performance of their duties and responsibilities for the Select Committee, other than expenses in connection with any meeting of the Select Committee held in the District of Columbia.

REPORTS AND RECORDS

Sec. 6 (a) The Select Committee shall submit an annual report to the House which shall include a summary of the activities of the Select Committee during the calendar year to which the report applies.

(b) Any such report which is made when the House is not in session shall be filed with the Clerk of the House.

(c) The Records, files, and materials of the Select Committee shall be transferred to the Clerk of the House.

RULES OF THE SELECT COMMITTEE ON HUNGER

Rule 1.—Meetings

The regular meetings of the committee shall be held on the third Tuesday of each month at 9:45 a.m., except when Congress has adjourned. The chairman is authorized to dispense with a regular meeting or to change the date thereof, and to call and convene additional meetings, when circumstances warrant. A special meeting of the committee may be requested by members of the committee in accordance with the provison of House Rule XI, 2(c)(2). Every member of the committee, unless prevented by unusual circumstances, shall be provided with a memorandum at least three calendar days (excluding Saturdays, Sundays, and legal holidays) prior to each meeting or hearing explaining (1) the purpose of the meeting or hearing; and (2) the name, titles, background and reasons for appearance of any witness. The minority staff shall be responsible for providing the same information on witnesses whom the minority may request.

Rule 2.—Quorums

A majority of the members of the committee shall constitue a quorum, except that two members shall constitute a quorum for taking testimony and receiving evidence. Proxies shall not be used to establish a quorum. If the chairman is not present at any meeting of the committee, the ranking member of the majority party on the committee who is present shall preside at that meeting.

Rule 3.—Committee reports

Every committee report shall be approved by a majority vote of the members voting, a quorum being present. Supplemental, minority, or additional views may be filed in accordance with House Rule XI, 2(1)(5). The time allowed for filing such views shall be three calendar days (excluding Saturdays, Sundays and legal holidays) unless the committee agrees to a different time, but agreement on a shorter time shall require the concurrence of each member seeking to file such views. A proposed report shall not be considered in committee unless the proposed report has been available to the members of the committee for at least three calendar days (excluding Saturdays, Sundays, and legal holidays) prior to the consideration of such proposed report in the committee. If hearings have been held on the matter reported upon, every reasonable effort shall be made to have such hearings available to the members of the committee prior to the consideration of the proposed report in the committee.

Rule 4.—Proxy votes

A member may vote by proxy on any measure or matter before the committee and on any amendment or motion pertaining thereto. A proxy shall be in writing and be signed by the member granting the proxy; it shall show the date and time of day it was signed and the date for which it is given and the member to whom the proxy is given. Each proxy authorization shall state that the member is absent on official business or is otherwise unable to be present; shall be limited to the date and specific measure or matter to which it applies; and, unless it states otherwise, shall apply to any amendments or motions pertaining to the measure or matter.

Rule 5.—Rollcalls

A rollcall of the members may be had upon the request of any member.

Rule 6.—Record of committee actions

The committee staff shall maintain in the committee offices a complete record of the rollcall votes taken at committee business meetings. The original records, or true copies thereof, as appropriate, shall be available for public inspection whenever the committee offices are open for public business. The staff shall assure that such original records are preserved with no unauthorized alterations, additions, or defacement.

Rule 7.—Task forces

The committee may establish such task forces as it deems appropriate. The jurisdiction of such task forces shall be established by the chairman of the committee in consultation with the ranking minority member of the committee. The chairman and ranking minority member of the committee shall serve ex officio on each task force.

Rule 8.—Hearing dates and witnesses

The chairman of the committee, after consultation with the ranking minority member of the committee, shall announce the date, place, and subject matter of all hearings at least one week prior to the commencement of any hearings, unless he, after consultation with that member, determines that there is good cause to begin such hearings at an earlier date. Whenever any hearing is conducted by the committee upon any measure or matter, the committee's minority party members shall be entitled, upon request by a majority of them to the chairman of the committee before the completion of the hearing to call witnesses selected by them to testify with respect to that measure or matter during at least one day of hearing. Witnesses appearing before the committee shall, so far as practicable, submit written statements at least 72 hours in advance of their appearance.

Rule 9.—Open meetings

Meetings for the transaction of business and hearings of the committee shall be open to the public or closed in accordance with Rule XI of the House of Representatives.

Rule 10.—Five minute rule

Insofar as practicable, witnesses shall be permitted to present their oral statements without interruptions, questioning by the committee members taking place afterward. After completing his questioning, the chairman shall recognize the ranking majority and then the ranking minority member, and thereafter in recognizing members present, he may give preference to the members on the basis of their arrival at the hearing, taking into consideration the majority and minority ratio of the members actually present. A member desiring to speak or ask a question shall address the chairman and not the witness in order to insure orderly procedure.

Each member may question the witness for 5 minutes, the reply of the witness being included in the 5-minute period. After all members have had an opportunity to ask questions, the round may begin again under the 5-minute rule.

Rule 11.—Investigative hearings; procedures

Investigative hearings shall be conducted according to the procedures in House Rule XI, 2(K). All questions put to witnesses before the committee shall be relevant to the subject matter before the committee for consideration, and the chairman shall rule on the relevance of any questions put to the witness.

Rule 12.—Stenographic Record

A stenographic record of all testimony shall be kept of public hearings and shall be made available on such conditions as the chairman may prescribe.

Rule 13.—TV, radio and photographs

When approved by a majority vote, an open meeting or hearing of the committee may be covered, in while or in part, by television broadcast, radio broadcast, and still photography, by any of such methods of coverage, subject to the provision of House Rule XI, 3. In order to enforce the provision of said rule or to maintain an acceptable standard of dignity, propriety, and decorum, the chairman may order such alterations, curtailment or discontinuance of coverage as he determines necessary.

Rule 14.—Staff

The chairman shall have the authority to hire and discharge majority staff and majority-appointed shared staff. The ranking minority member shall have the authority to discharge minority staff and minority-appointed shared staff. The authorization for the creation of new majority and majority-appointed shared staff positions, subject to the Committee's budget, shall rest with the chairman, and the ranking minority member shall have the same authority with respect to minority and minority-appointed shared staff.

Rule 15.—Authorization to travel

Travel to be paid from a fund set aside for the full committee for any member or any staff member shall be paid only upon the prior authorization of the chairman. Travel may be authorized by the chairman for any member and any staff member in connection with the attendance of hearing conducted by the committee and meetings, conferences, and investigations which involve activities or subject matter under the general jurisdiction of the committee. Before such authorization is given there shall be submitted to the chairman in writing the following:

(1) the purpose of the travel;

(2) the dates during which travel is to be made and the date or dates of the event for which the travel is being made;

(3) the location of the event for which the travel is to be made; and

(4) the names of member and staff seeking authorization.

Rule 16.—Additional duties of chairman

The chairman of the committee shall:

(1) make available to other committees the Select Committee's findings and recommendations resulting from the investigations of the committee as appropriate; and

(2) prepare a budget for the committee and present such budget to the committee for its approval.

Rule 17.—Amendments of rules

These rules may be modified, amended or repealed by a majority vote of the committee at a meeting at which a quorum is present, if at least two legislative days' written notice of the proposed change has been provided each member of the committee prior to the meeting date on which such changes are to be discussed and voted upon.

II. ACTIVITIES

A. Washington, D.C. Hearings

1. Hunger and Homeless, February 25, 1987

This hearing investigated hunger among the homeless and changes needed in the federal food assistance program to assure they reach the homeless and those at-risk of homelessness.

Witnesses:

Barwinski, Sara L., A.C.S.W., Advocacy Facilitator, Lutheran Family and Children's Services of Missouri.

Benker, Karen E., M.D., former Director, New York City Department of Health, Program for Homeless Families.

Bode, John W., Assistant Secretary of Agriculture, accompanied by Bonnie O'Neil, Food and Nutrition Service, U.S.D.A.

Foley, Hon. Thomas S., a Representative in Congress from the State of Washington.

Hershkoff, Helen, Attorney, the Legal Aid Society of New York.

Jones, Nancy, homeless parent, accompanied by her seven year old son, Damien, St. Louis, MO.

2. Crisis in Africa and the U.S. Response, February 25, 1987

The Select Committee examined the need for refocusing U.S. development aid for Sub-Saharan Africa in light of continuing and deepening crisis. Acute humanitarian needs in the nations of Southern Africa was a particular focus.

Witnesses:

Carr, Richard, Ph.D., Special Assistant to the President, World Vision Relief Organization.

McPherson, Peter, Administrator, U.S. Agency for International Development.

O'Reilly, Vincent, U.S. Committee for UNICEF.

Winter, Roger, Director, U.S. Committee for Refugees.

Wolpe, Hon. Howard, Chairman, Subcommittee on Africa, House Foreign Affairs Committee, and a Representative in Congress from the State of Michigan.

3. Basic Education in Developing Countries, March 5, 1987

The importance of basic education for improving agricultural productivity, reducing infant and child mortality, controlling population growth, and improving nutritional status were the focus of this hearing.

Witnesses:

Windham, Douglas M., Department of Educational Administration and Policy Studies, State University of New York at Albany.

Zagorin, Ruth, Former Director, Office of Human Resources, U.S. Agency for International Development.

Brennan, Dennis, Deputy Assistant Administrator, U.S. Agency for International Development.

4. Banking on the Poor, March 12, 1987

This hearing focused on the experience of providing credit to the poor in developing nations. The possibility of expanding the role of multilateral development banks and of A.I.D. in extending credit to micro entrepreneurs was discussed.

Brennan, Dennis, Deputy Assistant Administrator, U.S. Agency for International Development.

Lluberes, Camilo Hendiquez, President, Association for the Development of Microbusiness, Dominican Republic.

Richard, David, International Institute for Environment and Development.

Wood, Jayne Millar, Bread for the World.

5. Eradication of Guinea Worm Disease, March 17, 1987

This hearing explored options for a U.S. Government role in the international campaign to achieve the eradication of Guinea worm disease, a crippling water-borne disease which affects 50 million people each year. The World Health Organization has identified the disease as its first target for eradication since smallpox.

Witnesses:

Hopkins, Donald, M.D., Deputy Director, Centers for Disease Control, Atlanta, Georgia.

Foege, William, M.D., Executive Director, The Carter Presidential Center of Emory University, Atlanta, Georgia.

Lucas, Adetokunbo O., M.D., Chairman, Carnegie Foundation.

Bourne, Peter, M.D., President, Global Water.

Bart, Kenneth, M.D., U.S. Agency for International Development.

6. Development with Women: Mainstreamed or Marginal? April 8, 1987

The hearing examined the status of efforts to provide meaningful participation by women in all phases of development assistance and identified strategies to improve the efficiency of these factors.

Witnesses:

Davies, Kay, Director, Office of Women in Development, Bureau for Program and Policy Coordination, U.S. Agency for International Development.

Tinker, Irene, Ph.D., Director, Equity Policy Center.

Smith, Elise Fiber, Executive Director, Overseas Education Fund.

7. Role of Federal Food Assistance Programs in Strategies To Reduce Infant Mortality, April 29, 1987

This hearing was conducted to examine trends in infant mortality in the United States and the role federal food assistance programs should play in strategies to reduce infant mortality rates.

Witnesses:

Edleman, Marian Wright, President, Children's Defense Fund, accompanied by Kay Johnson, Senior Health Specialist.

McGinnis, J. Michael, M.D., Deputy Assistant Secretary for Health, Disease Prevention and Health Promotion, Public Health Service, U.S. Department of Health and Human Services, accompanied by Vince Hutchins, M.D., Director, Division of Maternal and Child Health, Health Resources and Services Administration.

Randolph, Linda A., M.D., Director, Office of Public Health, New York State Department of Health.

Wise, Paul H., M.D., Director, Perinatal Epidemiology, Joint Program in Neonatology, Harvard Medical School.

8. Progress in International Nutrition and Health, May 14, 1987

New Congressional initiatives for universal child immunization by 1990 and expansion of programs to reduce vitamin A deficiencies were discussed.

Witnesses:

Langmaid, Bradshaw, Deputy Assistant Administrator, Science and Technology Bureau, U.S. Agency for International Development.

Jolly, Richard, Deputy Executive Director, UNICEF.

Sommer, Alfred, M.D., International Center for Epidemiologic and Preventive Ophthalmology, Dana Center, Wilmer Institute, Baltimore, Maryland.

Palmer, John, Executive Director, Helen Keller International.

von Bernuth, Rudolph, Director of Planning, CARE.

9. Enhancing the Development Impact of Food, June 18, 1987

A hearing was held to review progress in implementing international food assistance programs which were incorporated in the Food Security Act of 1985. These changes which were supported by Members of the Select Committee on Hunger called for increases in the amount of food to be made available for overseas donations through the P.L. 480 (Food for Peace) Program and Section 416 authority, and also for the generation of resources from the sale of commodities for developmental purposes.

Witnesses:

Reese, Thomas, Director, Bureau for Food for Peace, U.S. Agency for International Development, Department of State.

Pope, George, Assistant General Sales Manager and Assistant Administrator for Foreign Agricultural Service, U.S. Department of Agriculture.

Sykes, Charles, Washington Office Director, CARE.

Swenson, John A., Director for External Affairs, Catholic Relief Services.

Crain, Claiborne H., Executive Director, Agricultural Council of America.

10. Farm Crisis: Growing Poverty and Hunger Among America's Food Producers, June 24, 1987

This hearing gave the Committee the opportunity to understand the growing hardships that were facing the farm family. The Committee learned about the obstacles that preclude farm families from receiving public assistance benefits to which they are entitled. The hearing also provided the Committee with innovative methods of helping the low-income consumer obtain fresh produce for their diets and how farmers could benefit from these innovations.

Bergland, Robert, Executive Vice President, National Rural Electric Cooperative Association.

Bicking, Kathy, Paralegal, Legal Services Corporation of Iowa.

Harper, Gordon, M.D., Children's Hospital, Judge Baker Children's Center, Harvard Medical School; and member, Physician Task Force on Hunger in America.

Hightower, Jim Commissioner, Texas Department of Agriculture.

Jones, Larry, Founder and President, Larry Jones International Ministries and Feed the Children Oklahoma, OK.

Port, Richard, Farmer, Westfield, Iowa.

Schumacher, August, Jr., Commissioner, Massachusetts Department of Food and Agriculture.

Williams, Olie, Farmer, Prairie View, TX.

11. The World Bank in Africa, July 23, 1987

This hearing focused on the importance of the World Bank, in particular the soft loan window of the Bank (the International Development Association—IDA), to development and poverty alleviation in Africa.

Witnesses:

Conrow, James, Deputy Assistant Secretary for Developing Nations, International Affairs, U.S. Department of the Treasury.

Kiane, His Excellency Falilou, Ambassador of Senegal

Lancaster, Carol, Institute for International Economics

Mellor, John, Director, International Food Policy Research Institute.

12. Role of Gleaning in Efforts To Alleviate Hunger, August 5, 1987.

This hearing was conducted to examine the role the Federal Government could assume in helping to educate the public about gleaning and to expand gleaning activities.

Witnessess:

Arneaud, Susan, Acting Human Services Adviser to the Governor, State of Michigan.

Buchannan, Reverend Ray, Co-Director, Society of St. Andrews, Big Island, VA.

Hall, Hon. Tony P., a Representative in Congress from the State of Ohio.

Myers, Peter, Deputy Secretary of Agriculture, U.S. Department of Agriculture.

Smith, Hershel, potato farmer, Blaine, ME.

13. Continuing Efforts To Coordinate and Simplify Major Federal Assistance Programs, September 30, 1987

This hearing was part of the Committee's continued investigation on how the major public assistance programs can be better coordinated to assist those who need its services in a more effective and efficient manner.

Witnesses:

Bode, John W., Assistant Secretary, Food and Consumer Services, U.S. Department of Agriculture, accompanied by Bonny O'Neil, Director, Program Development Division, Food and Nutrition Services.

Delfico, Joseph F., Senior Associate Director, Human Resources Division, U.S. General Accounting Office, accompanied by Daniel M. Brier, Group Director, Human Resources Division and William F. Laurie, Manager, Cleveland office.

Gardebring, Sandra, Commissioner, Department of Human Services, of the State of Minnesota, accompanied by John Petraborg, Assistant Commissioner, Family Support Programs.

Lucas, Gale, Economic Service Worker, West Virginia Department of Human Services, on behalf of the National Eligibility Workers Association (NEW).

Stanton, Wayne A., Administrator, Family Support Administration, U.S. Department of Health and Human Services.

14. Crisis in Southern Africa: The Price of Destabilization, October 7, 1987

The Select Committee examined the emergency situations in southern Africa, focusing on the critical food deficits in Mozambique and Angola. Also examined were the U.S. Government's response to Mozambique's emergency appeal and the outstanding needs in that country. This hearing also focused on the role that South Africa's regional destabilization efforts have played in creating this crisis.

Witnesses:

Capps, Carol, Church World Service/Lutheran World Relief.

Dulany, Peggy, President, Synergos Institute.

Stacy, Roy, Deputy Assistant Secretary for Economic Affairs.

Taft, Julia, Director, Office of Foreign Disaster Assistance.

15. Renewed Challenge in Ethiopia, October 8, 1987

This hearing examined the anticipated U.S. Government response to the famine and drought crisis in Ethiopia and attempted to identify obstacles to a rapid and adequate relief operation.

Witnesses:

Love, Ray, Counsel, U.S. Agency for International Development.

Gribbin, Robert, Deputy Director of Eastern African Affairs, U.S. Department of State.

Swenson, John, Deputy Director of External Relations, Catholic Relief Services.

Ramp, Rudy, Regional Program Manager for East Africa, CARE.

Barth, Norman, Ph.D., Executive Director-NY, Lutheran World Relief.

16. Private Capacities and Public Responsibilities in Alleviating World Hunger, November 18, 1987

The limitations of the private sector's response to the problem of domestic and international hunger were examined in this hearing which also explored the effects of reduced federal funding for numerous hunger alleviation programs.

Witnesses:

Salamon, Lester M., Director, Institute for Policy Studies, Johns Hopkins University.

Coll, Monsignor Robert J., Executive Director, Interfaith Hunger Appeal.

Gregory, Reverend Henry C., III, Pastor, Shiloh Baptist Church.

Davies, Peter, President and Chief Executive Officer, Inter-Action.

Warth, Philip, Jr., President and Chief Executive Officer, Second Harvest.

Beggan, Robert M., Senior Vice President, United Way of America.

17. Hunger in America: Joint Hearing Before the Subcommittee on Domestic Marketing, Consumer Relations, and Nutrition of the Committee on Agriculture and the Domestic Task Force of the Select Committee on Hunger, February 24, 1988.

This hearing explored the need for the Emergency Hunger Relief Act of 1988 by discerning the differences and similarities of the hunger problem throughout the country, and devising effective methods to addressing those hunger problems identified.

Witnesses:

Barthelmy, Sidney, Mayor, City of New Orleans, LA on behalf of the U.S. Conference of Mayors.

Bode, John W., Assistant Secretary, Food and Consumer Services, U.S. Department of Agriculture.

Edleman, Marian Wright, President, Children's Defense Fund.

Edwards, Hon. Don, Representative in Congress from the State of California.

Fersh, Robert J., Executive Director, Food Research and Action Center.

Goebel, Dick, Executive Director, Emergency Fund Service.

Haas, Ellen, Executive Director, Public Voice for Food and Health Policy.

Jeffords, Hon. James M., Representative from the State of Vermont.

Ricard, Most Reverend John, Auxiliary Bishop of Baltimore, Baltimore, MD, on behalf of the United States Catholic Conference.

Shaffer, Martin, Director, Unity House Street Ministry.

Vali, Rev. H. Paul, Executive Director, Bread for the City, Inc.

Vento, Hon. Bruce, Representative from the State of Minnesota.

Warth, Philip R., Jr., President and Chief Executive Officer, Second Harvest National Food Bank Network.

18. U.S. Food Aid Programs: Meeting the Needs? February 24, 1988

This hearing focused on new provisions contained in legislation for FY 1988 particularly those concerning monetization, as part of an examination of the effectiveness of Title II for aid programs.

Witnesses:

Reese, Thomas, Director, Office of Food and Peace, U.S. Agency for International Development.

Whiteman, Glenn, Deputy Assistant Administrator, Foreign Agricultural Service, U.S. Department of Agriculture, accompanied by Merrill Brown, ASCS.

Jenson, William, Director of Commodity Supported Development, Adventist Development and Relief Agency International.

Eszekiel, Hannan, Coordinator for Food Aid Research, International Food Policy Research Institute.

19. African Crisis: Angola, Mozambique, Ethiopia and Sudan. Joint Hearing With the Africa Subcommittee of the House Foreign Affairs Committee, March 10, 1988

The effectiveness of U.S. policy in helping to prevent hunger and other deprivation in Angola, Mozambique, Ethiopia and the Sudan were discussed.

Witnesses:

la Muniere, Charles, Director for Emergencies in Africa, United Nations.

Szynalski, Brunek, Acting Chief, Disaster Relief Services, World Food Program, United Nations.

Gladson, Charles, Assistant Administrator for Africa, Africa Bureau, U.S. Agency for International Development.

Stacy, Roy, Deputy Assistant Secretary for Africa, U.S. Department of State.

Logan, Willis, National Council of Churches.

20. In Support of Children: Many Successes But Much To Be Done, March 23, 1988.

The adequacy of U.S. A.I.D. funding for child survival activities was probed during a general overview of U.S. funding programs to improve child and maternal health.

Witnesses:

Langmaid, Bradshaw, Deputy Assistant Administrator, Bureau for Science and Technology, U.S. Agency for International Development.

Taylor, Carl, M.D., U.S. Committee for UNICEF.

Merson, Michael, M.D., World Health Organization.

Rosenfield, Patricia, Program Officer, Carnegie Corporation.

Gerber, Michael S., President, African Medical and Research Foundation.

21. Poverty and Hunger in Hispanic America: The Inadequacy of Data for Policy Planning, March 30, 1988

This hearing investigated the feasibility and merits of various policy and programmatic options for compiling, analyzing and disseminating national data on the health, nutrition and income status of Hispanics.

Witnesses:

Bustamante, Hon. Albert J., U.S. Representative from Texas.

Richardson, Hon. Bill, U.S. Representative from New Mexico.

Bode, Hon. John, Assistant Secretary for Food and Consumer Services, U.S. Department of Agriculture.

Feinleib, Manning, M.D., Director, National Center for Health Statistics.

Cortez, Agapito, Juanita and Paul, a Hispanic family from San Antonio, Texas.

Valdez, Rose, Social Worker, El Carmen Clinic, San Antonio, Texas.

Gemple, Nylda, Director of Supplemental Food Program for Women, Infants and Children (WIC), San Francisco, California.

Mendoza, Fernando, M.D., Assistant Professor of Pediatrics, Stanford University School of Medicine.

Falcon, Adolph, Policy and Research Director, National Coalition of Hispanic Human Services Organizations.

22. Self-Employment for the Poor: The Potential of Micro Enterprise Credit Programs, April 20, 1988

The Committee conducted a hearing to examine micro enterprise credit ventures in the United States and the potential these initiatives hold for assisting low-income families achieve self-sufficiency.

Witnesses:

Friedman, Robert, Founder and President, Corporation for Enterprise Development, Washington, D.C.

Mannillo, Paula, Director of Finance, Women's Economic Development Corporation (WEDCO), Minneapolis, MN.

McDaniel, Wilma, Director of Operations, Small Business Venture Program, WAMY Community Action Agency, Boone, NC.

Reeves, Jane, Proprietor, Made by Jane in the USA, Minneapolis, MN.

Rossier, Jay, Coordinator, Fund for Affordable Housing, Self Help Association for a Regional Economy (SHARE), Great Barrington, MA.

Swain, Frank, Chief Counsel for Advocacy, Small Business Administration, accompanied by Thomas Gray, chief economist, Office of Advocacy.

Wyden, Hon. Ron, a Representative in Congress from the State of Oregon.

23. A.I.D. and Third World Women: The Unmet Potential, May 11, 1988

This hearing examined U.S. A.I.D.'s efforts to integrate women into U.S. development assistance programs in the fifteen years since Congress passed the Percy Amendment. Also discussed were the possibilities of expanding and improving U.S. A.I.D.'s program for reaching Third World women.

Witnesses:

Davies, Kay, Director, Office of Women in Development, Bureau for Program and Policy Coordination, U.S. Agency for International Development.

Jacobson, Jodi, Senior Researcher, Worldwatch Institute.

Smith, Elise F., Executive Director, Overseas Education Fund International.

24. Three Asian Countries in Crises: Afghanistan, Vietnam and the Philippines, June 16, 1988

Problems and possible solutions of three desperate Asian countries were examined.

Witnesses:

Bouis, Howarth, Research Fellow, International Food Policy Research Institute.

Creekmore, Jr., Marian, Deputy Assistant Secretary of State, International Organizations, U.S. Department of State.

Gomez, Robin, Director, Office for East Asian Affairs, U.S. Agency for International Development.

Herod, William, Executive Director, Indochina Project.

Williams, Roy, Director of Operations, International Rescue Committee.

25. Aids and the Third World: The Impact on Development, June 30, 1988

This hearing explored the impact of AIDS (the Acquired Immune Deficiency Syndrome) on the Third World. While discussing the nature and extent of the AIDS epidemic in developing countries, the Committee focused specifically on the impact that AIDS is having on development in these countries. The Committee discussed the effects of the AIDS epidemic on immunization programs, also reviewed current efforts by the World Health Organizations (WHO) and the U.S. Agency for International Development (A.I.D.) to slow the spread of AIDS in the Third World.

Witnesses:

Bagaya, Honorable Princess Elizabeth, Ugandan Ambassador to the United States, Embassy of Uganda.

Chin, James, M.D., Chief Surveillance, Forecasting and impact Assessment, Global Program for AIDS, World Health Organization, Geneva, Switzerland.

Gerber, Michael S., Ph.D., President, Arfrican Medical and Research Foundation.

Kibedi, Honorable Waunme, Ambassador, Ugandan Mission to the United Nations.

Langmaid, Bradshaw, Assistant Administrator, Bureau of Science, U.S. Agency for International Development.

26. Ethiopia and Sudan: Warfare, Politics and Famine, July 14, 1988

The Select Committee examined the politicization of the food emergencies faced the southern Sudan and northern Ethiopia, including allegations that the governments of both nations were deliberately withholding food and relief supplies from desperately hungry people for political purposes. The Committee looked at the interruption of relief operations caused by armed conflict between the central governments of each country and different rebel groups.

Witnesses:

Brown, Kenneth, Deputy Assistant Secretary of State, U.S. Department of State.

Bollinger, Walter, Deputy Assistant Administrator for Africa, U.S. Agency for International Development.

27. The Hunger Emergency Assistance and Relief Trust Act of 1987: "Individual Giving to Alleviate Hunger." Joint Hearing With the Select Revenue Measures Subcommittee of the House Ways and Means Committee, August 4, 1988

This hearing examined the potential impact of legislation which would permit individuals to direct a portion or all of their income tax refunds to a trust fund established for the relief of domestic and international hunger.

Witnesses:

Paul, William, Acting Deputy Tax Legislative Counsel, U.S. Department of Treasury.

Birch, Thomas, Legislative Counsel, National Child Abuse Coalition.

Ayres, Bill, Executive Director, World Hunger Year, New York.

Batteau, Robin, Folk Singer, Hunger Advocate.

Conningham, Father William, Executive Director, Focus Hope, Michigan.

Chapin, Jim, Chairman of the Board, World Hunger Year, New York.

Johnson, John, Assistant Commissioner for Planning, Finance and Evaluation, Internal Revenue Service, U.S. Department of Treasury.

B. Regional Hearings and Site Visits

1. Hunger and Nutrition Problems Among American Indians: A Case Study of North Dakota, July 10, 1987.

This hearing addressed the socio-economic and health conditions on Indian reservations in North Dakota. Testimony was presented on the problems specific to reservations in this state as well as broader recommendations for improved federal food, health care and economic development assistance to American Indians.

Witnesses:

Bennett, Peter, Chief Clinical and Epidemological Branch, National Institute of Diabetes and Digestive and Kidney Diseases, National Institute of Health, Phoenix, AZ.

Brosseau, James, M.D., Internist, Grand Forks Clinic, Grand Forks, NDak.

Chase, Emmarine, Tribal Elder, Fort Berthold Indian Reservation, New Town, NDak.

Cross, Raymond, Counsel, The Three Affiliate Tribes, Fort Berthold Reservation, New Town, NDak.

Danks, Elise I., Program Assistant, Extended Food and Nutrition Education Program (EFNEP), Fort Berthold, NDak.

Lang, Gretchen Chesley, Associate Professor of Cultural Anthropology, University of North Dakota, Grand Forks, NDak.

Lone Fight, Edward, Chairman, Council of Three Affiliated Tribes, Fort Berthold Reservation, New Town, NDak, accompanied by Herbert Wilson, M.D., Family Physician, and Raymond Cross, Counsel.

Ruhland, Sister Anna Rose, Benedictine Nun, Tribal Nutritionist, Fort Berthold Reservation, New Town, NDAK.

Sloan, Terrence, M.D., Director, Aberdeen Area Indian Health Service, Aberdeen, SDak.

Spang, Alonzo, Superintendent, Fort Berthold Agency, Bureau of Indian Affairs.

2. *Assessing the Effectiveness of Federal Assistance Programs in Rural Mississippi, July 24, 1987*

This hearing allowed the Committee to review and assess the improvements that the state has made in addressing the problems surrounding the issues of hunger and poverty since the Committee's last visit in 1984.

Witnesses:

Armstrong, Louis, Director, Mississippi Legal Services Coalition.

Barber, Rims, Director, Mississippi Children's Defense Fund.

Barnes, Jimmy S., on behalf of Joe L. Boyer, President of Mississippi Valley State University.

Bennett, C.N., Private citizen, Yazoo, Mississippi.

Brittain, Tom, Commissioner, Mississippi State Department of Public Welfare.

Brooks, Sister Anne, D.O., Physician, Tutwiler, Clinic,

Chism, Brad, Interim Director, Governor's Office, Federal-State Programs, Mississippi Department of Human Development.

Cobb, Alton B., State Health Officer, Mississippi Department of Health, accompanied by Alfio Rausa, M.D., Director, Delta-Hill Public Health District.

Hinton, Agnes, Nutrition Services Director, Bureau of Health Services, Mississippi Department of Health.

Morris, Jesse, Director, Mississippi Food Network.

Pittman, Edwin, Lloyd, Attorney General, State of Mississippi.

3. *Barriers to Participation in Federal Assistance Programs, Baltimore, Maryland, October 2, 1987*

This hearing sought to determine the obstacles that existed which hindered greater participation in public assistance programs in the Baltimore area.

Witnesses:

Ford, Mevian, Director, Maryland WIC Program.

Houbolt, Jan, Executive Director, Maryland Food Committee.

Hunt, Larry, Executive Director, Income Maintenance Division, representing Ruth Massinga, Secretary, Maryland Department of Human Services.

Johnson, Charles A., III, Pastor, Strawbridge Methodist Church, Baltimore, MD.

Kingslow, Marcia, Director, Economic Development Division, Maryland Food Committee.

Martin, Janet, Chief, Division on Community Services and Nutrition, on behalf of State Senator Rosalie S. Abrams, Director, Maryland State Office on Aging.

Miller, Ann, Chairperson, State Advisory Council on Nutrition.

Paige, David M., M.D., Professor of Maternal and Child Health, Johns Hopkins University.

Parker, Michelle, public assistance recipient.

Rhode, Stephen, Director, Baltimore City WIC Program.

Weatherholtz, Joan H., Branch Chief, Education Support Services Branch, Maryland Department of Education.

4. *Appalachia Revisited: The Persistence of Hunger and Poverty in West Virginia, Montgomery, West Virginia, June 24, 1988*

This Appalachian regional hearing examined the impact of federal food assistance programs in strategies to improve the nutritional status of low-income people.

Witnesses:

Ogle, Milton, Director Appalachian Research and Defense Fund.

Garland, Barbara K., Ph.D., Department of Community Medicine, West Virginia University School of Medicine.

Kniceley, Carla, Executive Director, Mountaineer Food Bank.

Hillmann, Sister Elizabeth, Good Shepherd Catholic Mission.

Lipscomb, Reginia S., Commissioner, West Virginia Department of Human Services.

Moss, Patricia, Assistant Director, Maternal and Child Health, West Virginia Department of Health.

Van Eck, Ngaire, Ed.D., Extension Specialist, West Virginia University Extension Service.

5. *Infant Survival: A Challenge for the South, Birmingham, Alabama, October 10, 1988*

This hearing examined factors contributing to the high rate of infant mortality experienced in Alabama. The Committee also explored strategies for alleviating this problem.

Witnesses:

Perdue, Hon. George, State Representative from Birmingham, Alabama.

Pass, Mary A., Deputy Health Officer, Jefferson County Department of Health.

Patton, Marthan Jane, Attorney and Member Governor's Task Force on Infant Mortality.

Horsley, J. Michael, Commissioner, Alabama Medicaid Agency.

Hullett, Sandral, M.D., Health Services Director, West Alabama Health Services, Inc.

Fox, Claude E., M.D. State Health Officer, Alabama Department of Public Health.

Hale, Christiane B., Ph.D., Director, Maternal and Child Health Training Program, University of Birmingham.

Bentley, M. Emily, Staff Writer, The Alabama Journal.

Colvin, Sabrina, Mother of two children.

C. International Travel

February 1987, Chairman Leland and staff led fact-finding delegation mission to assess the famine situation in Ethiopia.

June 1987, Chairman Leland, Representatives Dorgan, Hall and Ackerman as well as staff conducted a delegation fact-finding mission to Haiti to review and monitor U.S. assisted programs, as well as other activities relating to hunger and malnutrition in Haiti, the poorest nation in Western Hemisphere.

August 1987, A Committee trip to Nicaragua was led by Representatives Timothy Penny and Peter Kostmayer and accompanied by Congressman Charles Hays as well as staff to investigate the effects of war on the people in Nicaragua and the extent of hunger and malnutrition.

January 1988, Select Committee staff led a delegation fact-finding mission to Angola, to assess current conditions there.

September 1988, Chairman Leland, Representatives Bustamante and Ortiz as well as staff travelled to Thailand and Vietnam on a fact-finding mission to assess the level of poverty and malnutrition in Vietnam, and explore the possibility of opening relations with that country.

October 1988, Congressman Tony Hall and staff travelled to Bangladesh to assess the aftermath of the typhoon; meeting with U.S. Government officials, private voluntary organizations and indigenous relief agencies.

October 1988, Staffs of the Select Committee and the Foreign Affairs Committee led a fact-finding delegation mission to Uganda, Kenya, Ethiopia and the Sudan to meet with U.S. Government officials, international relief agency members and host government representatives to assess the crisis in the region.

D. Reports Initiated by the Select Committee

1. Hunger Among the Homeless: A Survey of 140 Shelters, Food Stamp Participation and Recommendations, March 1987

Based on the results of a Select Committe survey of 140 shelters across the country and an extensive review of available research, this report explores the specific food aid needs of the homeless population, their existing sources of food and barriers which obstruct their participation in federal feeding programs, the report also presents recommendations as to options available to the public and private sectors to alleviate the underlying causes of hunger and its health consequences.

2. Literacy and School Feeding Programs, March 1987

This two-part report examines the linkages between the attainment of basic literacy and the incidence of hunger and, separately, focuses on the health and nutritional consequences of a phasing-out of school feeding programs as a central element of the U.S. Government's overseas food assistance program.

3. Eradication of Guinea Worm Disease, April 1987

Guinea worm disease, also known as dracunculisis, is a disabling parasitic disease prevalent among populations in rural areas, of part of Africa, the Middle East and Asia, threatening as many as 140 million people. This study documents the multiple benefits to be achieved by undertaking a relatively low cost eradication campaign which, in addition to eliminating this horrible disease, would provide a safer supply of water for human consumption.

4. Obtaining Food: Shopping Constraints on the Poor, December 1987

The economic limits on low-income consumers, the inability of Federal food assistance program to supplement a family's food needs throughout the month, and the lack of efficient supermarkets in low income areas (both rural and urban) are examined in this report.

5. Access and Availability of Credit to the Poor in Developing Countries and the United States, December 1987

This report outlines the benefits to be achieved for literally millions of would-be businessmen/businesswomen by the provision of affordable capital in the form of small loans for the launching or expansion of micro enterprises.

6. Self-Help Programs: Innovative Options for Achieving Self-Sufficiency, July 1988

This report, derived primarily from respones to a Select Committee survey of self-help programs operating in the United States, addresses the services self-help programs provide to assist low-income persons move toward economic self-sufficiency; the types of programs which have been effective in responding to the needs of service recipients; and, actions which can be taken to improve and expand such activity.

7. Enhancing Agriculture in Africa: A Role for U.S. Development Assistance, September 1988

As part of a four year study of low resource agriculture in Africa by the Office of Technology Assessment, commissioned by the Select Committee, and two other congressional committees, this special report examines agricultural production throughout Sub-Saharan Africa, looked closely at specific, promising technologies such as agroforestry, small-scale irrigation, soil and water management and the improved use of animals.

8. *Strategies for Expanding the Supplemental Food Programs for Women, Infants and Children (WIC) Participation: A Survey of WIC Directors, November 1988*

In February 1988, the Select Committee circulated a questionnaire to all state, territorial and Indian WIC programs to solicit information on what was preceived to be the primary causes for nonparticipation in WIC. The results of this survey laid the foundation for this report of the major obstacles to participation, innovations implemented by states in efforts to expand participation and recommendations for improving program management and expanding program service.

9. *Expected Impact of the Drought on Food Prices and Federal Food Aid, September, 1988*

The sweeping drought of 1988 prompted Select Committee concern about the deleterious impact it might have on the food purchasing power of the poor. Consequently, the Committee requested that the Congressional Research Service investigate projected food price increases. This research culminated in a two-part report which provides a general overview of how the drought might impact on food prices, how low-income and other individuals may be affected by the resulting cost increases, what commodities and grocery items will be most affected by the drought and how it might impact on federal food assistance programs.

E. Awards

In April, 1987, the Brown University Board of Fellows chose the Select Committee on Hunger as the recipient of a $10,000 Alan Shawn Feinstein World Hunger Award. Created in 1984 by Alan Shawn Feinstein and Brown University, the World Hunger Program is an academically based program designed to help eliminate the basic causes of hunger through teaching and research programs, and through public recognition by individuals and organizations who have made outstanding contributions that alleviate or help to prevent hunger.

While the Committee could not accept the monetary award accompaning this recognition, Members of the Committee agreed to suggest to Brown University that ten grassroots organizations from around the country be awarded the Alan Shawn Feinstein monetary prize.

Brown distributed the funds to: National Student Campaign Against Hunger—Boston, MA; Center for Global Education—Minneapolis, MN; Kansas in the World—Mayetta, KS; Nebraska in the World—Lincoln, NE; Wheat-World Hunger Education in Arizona Task-Force—Phoenix, AZ; Detroit World Food Day Committee—Detroit, MI; Friends of the Third World—Fort Wayne, IN; Global Leaners Center—Columbus, OH, Idaho Hunger Action Council—Boise, ID and, Creative Ministers—Columbia, MO.

In October, 1988, Committee Members Tony Hall and Marge Roukema received the World Food Day Presidential End Hunger Award for having made a significant contribution toward ending hunger. Sponsored by the U.S. Agency for International Development, these awards were given for excellence in the Government/

Legislative category. Previous awardees from the Committee included Representatives Benjamin Gilman and Mickey Leland, Chairman, in 1984 and 1986 respectively.

F. Committee's Private Sector Advisory Board

The Select Committee believes that the private sector has an important role to play in helping to alleviate hunger and malnutrition in the developing world and to assist Americans who are unable to meet their basic needs. The experience and expertise of the private sector have much to contribute to the solutions of hunger-related problems, whether it be through a food bank in a local community or an agriculture project abroad.

Thus, the Committee established a Private Sector Advisory Board to assist the Committee in its work. Individuals representing a wide variety and type of corporate and organizational backgrounds have agreed to serve in this advisory capacity.

The Members of the Private Sector Advisory Board are:

Robert O. Aders, Washington, DC
R. Dyke Benjamin, New York
Karen Brown, Washington, DC
Ray Buchanan, Big Island, VA
Kathryn W. Cain, Dallas, TX
Cy Carpenter, Washington, DC
John Carroll, Bethpage, NY
Robert A. Dalgleish, Redmond, WA
Paul Drazek, Washington, DC
Robert C. Foster, Frankfort, MI
Bruce Foster, Toledo, OH
LaVerne Freeh, Arden Hills, MN
Orville, Freeman, Washington, DC
Thomas W. Gleason, Sr., New York, NY
Peter Goldberg, Greenwich, CT
Darrel Gray, San Juan Capistrano, CA
C. Peter Grimm, New York, NY
Herbert W. Gullquist, New York, NY
Thomas Haggai, Highpoint, NC
Eric D. Haueter, Englewood Cliffs, NJ
Glen Hofer, Washington, DC
Nicholas E. Hollis, Washington, DC
Edward A. Jaenke, Washington, DC
Catherine Lerza, Washington, DC
Rev. Alton H. McEachern, Greensboro, NC
Lee B. McTurnan, Indianapolis, IN
James Morgan, Emmanus, PA
Bearss Muhlfeld, New York, NY
C. Thomas Nuzum, M.D., Chapel Hill, NC
Richard Reuter, Northbrook, IL
Richard Rominger, Winters, CA
James V. Scalla, Clinton, MD
Augustus Schumacher, Boston, MA
Daniel E. Shaughnessy, Arlington, VA
Peggy Sheehan, Washington, DC
Carl G. Smith, Fremont, MI

Martin Sorkin, Washington, DC
Charles Taylor, Cleveland, OH
Billie B. Turner, Northbrook, IL
Helen Verduin Palit, New York, NY
William Vitulli, Montvale, NJ
John Wise, Shawnee, KS
William H. Wynn, Washington, DC

Informal contract with board members has been maintained throughout the 100th Congress on issues relating to private-public sector partnerships in both domestic and international hunger arenas.

G. Special Activities

The Select Committee continues to respond to numerous Congrssional and public requests for information on hunger and proverty issues. For over four years, the Committee has published "Hunger Report", a monthly newsletter addressing current domestic and international topics of interest to the Congress and general public. The Committee also publishes situation reports of current facts concerning nations affected by drought, famine and civil strife.

Additionally, the Committee responds to requests from Congressional offices, the media, research organizations, private voluntary and international agencies, as well as U.S. government departments and the general public on hunger-related issues.

SECTION 3. ISSUES EXAMINED

INTRODUCTION

The Select Committee on Hunger, at its establishment in 1984, was directed to "conduct a continuing comprehensive study and review of the problems of domestic and international hunger and malnutrition." During four and a half years of investigations, it has become clear to the Select Committee that the basic cause of hunger, in the United States and less developed countries, is poverty. People are hungry because they do not have economic access to a sufficient, nutritionally adequate food supply. Localized problems in less developed countries, such as drought or civil war, can greatly exacerbate an already difficult food supply situation, worsening the impact of poverty. In the United States, poverty is compounded by the existence of barriers that prevent adequate access to food assistance programs.

Most people who are hungry are hungry on a periodic basis. In the United States, families that depend on food assistance programs frequently run out of food stamps, the major source of domestic food aid, before the end of the month. Food stamp benefits were not designed to provide full monthly food benefits, but to augment the resources low-income families have for the purchase of a nutritionally adequate food supply. However, since the late 1970's many families participating in the program have suffered a decline in resources available to supplement food stamp benefits. Consequently, they must depend on local charities, such as soup kitchens and food pantries, to make ends meet. In many developing countries, where the majority of poor people live in rural areas, the months preceding the harvest are the hungriest months.

Hunger is but one component of a complex set of factors associated with proverty. In the United States, as in other countries, hungry people are usually those with less education, poorer health, inadequate housing and generally less sanitary conditions. The children die more easily, the young women become pregnant at an earlier age, school attendance is poor, and access to other basic human needs is more difficult. Unemployment and underemployment are also closely associated with poverty and hunger.

The individual issue sections which follow, detail the investigations and activities of the Select Committee in a number of particular areas relating to the chronic hunger and malnutrition of hundreds of millions of persons in developing countries and in the United States.

I. INTERNATIONAL

A. African Food Emergencies/Famine

1. Issue Description.—More than 100 million people in Africa do not obtain enough food to maintain nutritionally sufficient diets. Many of these people live in countries wracked by civil strife. Natural disasters, such as floods, locust infestation and prolonged drought, exacerbate already desperate developmental and hunger problems. The displacement of people from war-ravaged lands halts food production and other economic activities, and often provokes the undertaking of arduous journeys to escape conflict. Displacement due to disasters brings mass numbers of people to the brink of death and imposes incalculable economic and societal destruction.

The past four years have been witness to immense tragedies in Ethiopia, the Sudan, Mozambique and Angola as the people of those nations have endured ongoing food emergencies periodically devolving into famines that have taken a high toll in loss of life and terrible human suffering. The Sahelian countries, as well, have experienced extraordinary food shortages as a result of prolonged drought. Today, the Sudan more than any African nation is suffering from a severe and still worsening famine that has claimed as many as one quarter million victims and threatens hundreds of thousands more. The urgent situation in the Sudan, similar to current emergencies in Angola and Mozambique, stems directly from civil strife and from the deliberate use of food as a political weapon. Efforts to provide relief assistance to the hungry population of all three nations are systematically blocked by various factions engaged in civil war or, in the case of Mozambique, those promoting unfocused and arbitrary violence as part of a strategy of national destabilization. Relief planes and truck convoys are attacked, relief workers harassed (on occasion killed), relief supplies are stolen.

Hundreds of millions of dollars for food and medicine have been provided by the international donor community—governments, international organizations, corporations, religious and civic organizations, individuals, the media, entertainment celebrities—in response to famine in Africa. The U.S. Government has been the largest and most effective provider of relief to African famine victims, though the response from a number of European and other Western governments has been generous as well. Many African governments, of course, have launched their own often highly effective relief operations.

The response to these serious calamaties is, by nature, shaped by political and long-term developmental considerations as well as by logistical or budgetary constraints. Donors require assurance that relief provided reaches the intended beneficiaries. Access to, and monitoring of relief activities, sometimes in contested areas, are required by donor governments. It is imperative that those receiving relief assistance not be made permanently dependent upon free food, but instead be helped in ways that will allow them to rapidly resume their livelihoods.

2. Committee Activities. The Select Committee on Hunger monitored a series of diverse crises threatening millions of people throughout Sub-Saharan Africa during the 100th Congress. The Committee sent delegations to areas of Mozambique, Angola, Ethiopia, the Sudan and Uganda harshly affected by severe food emergencies to help determine an appropriate U.S. Government humanitarian assistance program. The Committee issued updated situation reports on the crises to keep congressional offices and the public informed of both need and USG response. Also, the Committee conducted public forums and hearings on different aspects of the emergencies where the U.S., United Nations and private relief agencies officials testified on urgent relief operations under way in the affected nations. Members of the Select Committee worked with legislative and executive branch officials to ensure that no unnecessary delays—political or bureaucratic in nature—marked the official U.S. Government response to African humanitarian crises. The Select Committee produced and distributed a series of profiles on the nations most severely affected by the emergencies.

Grave situations faced in the Sub-Sahara, with the serious potential of deterioration, required priority attention from the Select Committee which has placed the African crisis at the center of its agenda since the establishment of the Committee in 1984. the Committee has served as the primary source of information on the famine situations for the Congress and has worked extremely closely with the private voluntary organizations (PVOS) engaged in African relief operations to assist them in efforts to educate the Congress and the public about the nature and the extent of emergency requirements. Committee members and staff have engaged U.S. Agency for International Development (A.I.D.) officials in an ongoing dialogue to ensure both that the Congress is fully informed on the crises and that A.I.D. officials are aware of the congressional interest in these humanitarian concerns.

3. Conclusions.—Natural calamities and civil strife in Ethiopia, the Sundan, Uganda, Somalia, Mozambique, Angola and other countries have required—and continue to require—a vigilant and generous response from the United States Government and other international donors. The donor community cannot allow fatigue with emergencies in Africa to dull its response to the life or death needs of millions of innocent people. The factors which have kept so many Africans on the brink of catastrophe are extremely complicated—some perhaps beyond immediate resolution. The phenomena which combine to deny even basic food security to large percentages of the residents of too many African nations will not be easily reversed (though it is important to point out that the developmental potential of Sub-Saharan Africa is far from hopeless; famine need not be a semi-permanent fact of life in Africa).

The Select Committee strongly concludes that efforts to mitigate the crises afflicing millions of Africans should and must remain a primary concern of the U.S. Government. Our assistance has been effective. Literally millions of people have been reached with American food and medicine. Many of the children fed will go on to lead healthy and productive lives. Our country can be proud of its efforts and will reap multiple benefits long into the future from our generous response to date. Africa's potential is enormously encouraging just as the current situation is terribly grave in many areas. Long-established American humanitarian traditions must be continued as we continue to help those in African not currently able to help themselves.

B. Southern African Crises

1. Issue Description.—Southern Africa is faced with a continuing series of parcticular crises in which millions of lives are endangered. The Republic of South Africa's efforts at regional destablization, in concert with poor economic policies on the part of their governments and unfavorable weather conditions, have resulted in massive food deficits in Angola and Mozambique. The presence of large numbers of Cuban soldiers who are supporting the Angolan government in the civil war creates additional political tension throughout the region. Civil wars linked to the struggle against apartheid within the Republic of South Africa have displaced millions of civilians within both countries and created one of the world's largest refugee populations. (There are, for example, well over one half million Mozambican refugees in the country of Malawi at present. Angolans have fled conflict in their country in great numbers, pouring over the borders into Zambia, Zaire and other nations.) Insurgencies in both countries have wreaked havoc on food production, health care, education, infrastructure and governmental administration.

The irony of the Southern African situation is that the area has the capacity of becoming relatively properous relatively quickly. The area has low population density, immense agricultural potential due to fertile lands and, in many locations, ample rainfall, and, perhaps most importantly, has huge and easily retrievable mineral deposits (gold, diamonds, silver). With the development of a transportation network and the return of stability, the people of Southern Africa would have the potential to enjoy a significantly higher standard of living.

2. Committee Activities.—Of particular concern to the Committee has been the related, though separate, emergencies which place several million residents of Angola and Mozambique at serious risk of starvation. Angola and Mozambique now endure the world's highest infant mortality rates. Select Committee members and staff have visited both countries in an attempt to determine options for more vigorous USG humanitarian assistance programs. The Committee has examined the nature of the Angolan and Mozambican crises in hearings and has engaged in a continuing dialogue with executive branch officials in a search for enhanced relief efforts. In response to Select Committee efforts, the Agency for International Development launched an initiative to provide funding for an American private voluntary agency relief operation in Angola and enhanced the already substantial relief program supported in Mozambique.

3. Conclusion.—The Committee applauds recent diplomatic initiatives which offer the prospect of an end to the strife which has imperiled so many innocent civilians in Namibia and Angola. Committee members will continue efforts to guarantee an adequate U.S. and international response to the humanitarian needs of literally millions of affected persons in Mozambique, Angola, Namibia and elsewhere in Southern Africa until stability can be restored and the enormous developmental potential of the region can be tapped. The focus of a potential settlement of the Angolan civil war may soon shift to efforts to accommodate negotiations between various internal factions if, as is anticipated, the role of external forces can be terminated.

It is important that the relationship between the crises within Angola and Mozambique and the struggle over apartheid within the Republic of South Africa be better understood. Regional destabilization is the external face of apartheid. The South African government is the primary supporter of the rebels fighting the central government of Angola and of the RENAMO guerrillas terrorizing the Mozambican countryside. The South Africans currently enjoy economic dominance over their neighbors and are placing enormous effort into maintaining that dominance. The price of this policy is measured in the infant mortality rates of Angola and Mozambique.

The Committee's investigation of the crises in Southern Africa leads to the conclusion that diplomatic initiatives to bring about political settlement in the region must be pursued with appropriate vigor, because only with political resolution can stability be restored and development commenced.

The United States Government should continue and expand its efforts at convening the negotiating sessions required to structure diplomatic resolution of the conflicts which now imperil so many innocent people. Simultaneously, relief operations must be maintained and expanded where necessary. The human toll from political conflict in the region is already far too high.

C. African Development Crisis

1. Issue Description.—The development problems plaguing Sub-Saharan Africa are more fundamental and more long-term, and thus ultimately more threatening, than the dramatic famine situations which garner significant attention. The reality is that Sub-Saharan Africa today faces the most acute crisis in development of any region in the world regardless of the cycle of drought or adequate rainfall or the flux of civil strife. The success of famaine relief efforts in some ways masked more fundamental issues which threaten the future viability of large areas of the continent and the ultimate survival of millions of people.

There is a problem in comprehending the development crisis facing the Sub-Sahara due to the sheer diversity of this vast region encompassing forty-five countries and some 800 different ethnic and linguistic groups which constitute a total population of over 400 million people. None of the sovereign states of the Sub-Sahara, except for Liberia and Ethiopia, and minority-ruled South Africa, has been independent for more than thirty years. Administrative structures are still new, territorial divisions are often fragile and artificial, governments are subject to abrupt change. Per capita incomes in Africa are generally the lowest of any area of the developing world. There are certain fundamental development problems that adversely affect virtually all of the countries and people of the Sub-Sahara. These problems, while not equally acute in all countries, are basic and are getting worse rather than better. The development crisis in the Sub-Sahara is undermining the region's future just as it is severely threatening its present.

Africa's future need not be this bleak; the continent is rich in resources and the required interventions to stop declining standards of living are largely known. What has been lacking is the necessary donor funding and the political determination to address the fundamental problems.

2. Committee Activities.—The Congress took an important step in providing adequate funding for African development with the establishment (in FY 1988) of the African Development Fund (ADF) within the foreign assistance program. The ADF marks the first time that Africa has been guaranteed any proportion of the U.S. Government's foreign aid budget. The Select Committee distributed a major issue brief on the fundamental African development crisis. Numerous congressional briefings on aspects of that crisis were conducted. The Committee requested the Office of Technology Assessment to undertake research which resulted in the September, 1988, release of "Enhancing Agriculture in Africa: A Role for U.S. Development Assistance."

Committee members were instrumental in guaranteeing a focus within the ADF on primary health care, education, family planning assistance and natural resource management—all essential if poverty and acute hunger are to be reduced. Select Committee members have engaged in continuing efforts to provide more adequate USG funding for a number of bilateral and multi-lateral development agencies which are tackling the African development crisis—the International Development Association (IDA—the soft loan window of the World Bank), the African Development Foundation, IFAD (the International Fund for Agricultural Development), FAO (UN Food and Agriculture Organization), others—and to more sharply focus the attention of such organizations on the eradication of poverty and hunger.

3. Conclusions.—Africa and its crisis in development will continue to be an area of special focus of the Select Committee; this special focus stems from the fact that in the developing world only Sub-Saharan Africa has an ever-increasing proportion of its population enduring chronic malnutrition and threatened by the prospect of worsening hunger.

Providing relief to famine victims is an absolute moral necessity for a society committed to humanitarian traditions. It is not, however, an adequate or efficient addressing of the basic human needs of those subject to the onset of famine. Africa and its people are not living up to their potential. That fact has economic as well as moral implications for the United States and the developed world. Africa has a growing official debt and a trade deficit which limits commercial activity and investment opportunities. Millions of potential producers and contributors to society are being effectively lost. The physical beauty of the continent with its unlimited tourism capacity is being irretrievably lost.

The yet to be catalogued resources of the tropical rainforests are being destroyed. None of this need be the case.

The Select Committee's investigation of the African development crisis leads to the certain conclusion that more must be done to assist in efforts to reverse the decline of the continent and the state of its people. The methods of addressing that decline are basically known. The imperative is to provide the resources and the political determination to do so.

D. Asia

1. Issue Description.—Asia continues to have more hungry people than any other region of the world. In India alone, over 200 million people do not have a sufficient amount of food to meet their minimum requirements. The reasons behind hunger in Asia are complex. Many people are too poor to buy the food which is produced in their own country. The Green Revolution brought many benefits to some farmers but did little to benefit poor farmers. Despite the success of the Green Revolution in increasing food production in Asia, there are an estimated 470 million people, roughly fifty percent of the population in South Asia, which could not obtain adquate quantities of food in 1980.

Weather conditions have made food production problematic; this year Bangladesh experienced severe flooding for the second year in a row while neighboring India was faced with drought and flooding.

Afghanistan has been a country of particular concern to Committee members. Civil war has wracked the country for a decade, driving millions of Afghanis across international borders in search of food, water and shelter. The Soviet military forces as well as Afghan government units have deliberately targeted the agricultural sector in large areas of the country for destruction in an attempt to deny food to resistance forces; such action forces additional migration of civilians into Pakistan and Iran.

As elsewhere in the developing world, environmental degradation is posing an ever larger threat over the future of the Asian continent. The forest are being lost at an alarming rate and the devasting impact of that fact is now most apparent in Bangladesh where the destruction of the Ganges River watershed in Nepal and India has triggered massive floods which have destroyed massive amounts of food and further delayed development in one of world's poorest nations. The flooding in Bangladesh may be a preview of much more to come in large areas of Asia as the ecosystem is destroyed at an accelerating rate.

2. Committee Activities.—The Committee focused on a series of Asian development issues in the 100th Congress. A hearing was held on the deepening crises in three Asian countries—Afghanistan, Vietnam and the Philippines. Members and staff of the Committee traveled to Vietnam, to explore food availability and other issues with the government, and to Bangladesh, in the aftermath of the worst flooding the area has seen in this century, to assess the flood damage and the adequacy of the USG response to that disaster. The Select Committee helped shape legislation concerning Bangladesh which became law in October.

The Select Committee has long been interested in development in Asia and has been intensely involved in promoting programs which have had a significant impact on Asia, including the vitamin A, basic education, child survival and micro enterprise credit initiatives undertaken by the Committee. The Committee's focus on expanding micro enterprise credit programs stems in large part from research on the success of the Grameen Bank in Bangladesh. Committee efforts in other areas, such as enhancing the developmental impact of food aid programs, also have shown considerable results in a number of Asian nations.

3. Conclusions.—Provety and food insecurity remain deep problems across the Asian continent, but particularly for the countries of South Asia. As these countries continue to develop, it is imperative that efforts continue to ensure that their development does not leave the poorest behind. Development without equity is ultimately a hollow achievement. The Committee is enormously impressed by efforts made in a number of these countries to increase the strength of their economies to benefit the vast majority of their people. This region, with breakthroughts in agriculture (the Green Revolution), child health (the development of oral rehydration solution), micro enterprise (Grameen Bank), and many other areas, stands as an impressive example of how people can make development work. This process must be strengthened and deepened.

The Committee is concerned about the diminished impact of U.S. foreign assistance on the poor and hungry population of Asia. The United States is largely abandoning development assistance efforts in Asia—due to our budget constraints and the perception of widespread prosperity throughout much of the region—when there are several hundred million chronically malnourished individuals who will continue to need family planning assistance, an expansion of basic health care services, primary education, the extention of credit and other help if they are to survive at even a minimal level of existence. Development assistance programs which directly address acute poverty and hunger in Asia—multilateral as well as bilateral—must be supported and strengthened.

E. Latin America and the Caribbean

1. Issue Description.—Central America has undergone nearly a decade of intense focus and received unprecedented sums in assistance from the United States Government. Millions of people have been uprooted as a result of regional strife, and have either fled their countries or are internally displaced. In the Caribbean, the festering problem of Haitian underdevelopment remains unresolved and most of its people continue to suffer under the worst proverty extant in the Western Hemisphere. Most of Latin America maintains only a tenuous hold on democracy, and the recurdescence of the debt crisis looms over development prospects.

2. Committee Activities.—The Select Committee was particularly active on Central American issues during the 2nd session of the 100th Congress. Legislation passed by the House in March included a $17.7 million fund for aid to children who were victims of the Nicaraguan civil strife. This component of the legislation was conceived of and advocated by Committee members. The Committee continues to carefully monitor implementation of the legislation, despite a decision by the Nicaraguan government to disallow any use of U.S. Government funds inside Nicaragua. A Committee working group on Central America was formed which explored options and introduced legislation on development activities in Central America and the Caribbean.

A Select Committee delegation traveled to Haiti to investigate what could be done to more quickly and directly assist the many desperately poor and hungry people of that nation. A number of USG-supported development assistance projects were visited and Committee members returned determined to find ways to augment those efforts. Members are hopeful that the political situation in the country will soon stablilize so that urgently needed health, education and natural resource management programs can resume or commence.

Another Committee delegation journeyed to Nicaragua to determine if there were not avenues for private American humanitarian assistance to reach the civilian population of that country despite political differences between the Nicaraguan government and our own. As is the case for Haiti, members of the Committee are concerned that the urgent humanitarian needs of extremely poor people basically outside the political system not be totally neglected during periods of political tension and strife.

3. Conclusions.—The Committee believes that the alleviation of human suffering should be a prominent component of United States policy towards this region. Efforts at development in Central America have not been notably successful, nor have efforts to reduce narcotics production through development succeeded in improverished countries like Bolivia. New strategies for poverty alleviation should be at the heart of future U.S. strategies to maintain, restore and help create democracies throughout this region.

The Committee and many in the international development field are especially alarmed at the disturbing conditions in which the vast majority of the Haitian people live in such close proximity to the relative riches of our own nation. The images of desperate Haitians drowning enroute to the Florida coast is a disturbing one. Haiti must be a special concern of the U.S. foreign assistance program. The people of the nation have endured crushing poverty and political exploitation for decades. The Committee hopes that events will soon allow a concentration on attempts to meet the basic human needs of the Haitian people.

F. Primary Health Care/Child Survival

1. Issue Description.—Malnutrition and infection are mutually reinforcing conditions. Malnutrition and hunger are caused not only by lack of food, but also by parasites, infections and diarrheal diseases which increase the probability of malnutrition. Improvements in the health status of populations, particularly of children, will serve to improve nutritional status. Fourteen million children under five died in developing countries in 1986. More than half of these child deaths could have been prevented if the use of low-cost methods of health care had been more prevalent. UNICEF and the Agency for International Development (A.I.D.), the lead agencies in child survival initiatives, and a host of private voluntary organizations, now know that the major threats to healthy lives for children can be defeated, in large measure, by a combination of low-cost interventions. The most effective child survival interventions inform and support parents, particularly mothers, in basic and inexpensive techniques such as immunization, oral rehydration therapy, breastfeeding, correct weaning, recognizing acute respiratory infections, spacing births at least two years apart, practicing effective hygiene in the home.

2. Committee Activities.—The Select Committee continued its support for expansion and improvement of A.I.D.'s programs in primary health care in developing countries during the 100th Congress. Earlier, the Committee was instrumental in the creation of the Child Survival Fund (FY 1985) and played the central role in increasing the funding for primary health care services and activities supported by A.I.D.'s health account. The Committee has advocated modest increases in the Fund for the last several years.

The creation of the Development Fund for Africa in FY 1988 and a numnber of other factors pushed the Committee to focus its activities on a different category of spending on children for FY 1989, namely child survival activities—the total spending by A.I.D. through all its development and economic accounts on child survival programs. (The Child Survival Fund provides only 40 percent of the money used by A.I.D. for child survival activities and is no longer a source of funding for such programs in Africa.) The Committee identified a disturbing pattern in AID's support for child survival activities in FY 1988: spending on these activities had gone steadily up from FY 1985 through FY 1987, but n FY 1988 declined by roughly 20 percent, including a 30 percent decline in spending for African children. The Committee probed AID for reasons for these declines in a hearing, and advocated report language for the foreign aid appropriations act to "strongly encourage" AID to increase funding for child survival activities in FY 1989 to a level at least as high as that of 1987. Additional language incorporating this goal specifically for spending on African children was also advocated. The Committee-proposed language was incorporated into the final conference report.

3. Conclusions.—The Committee believes strongly that efforts to end unnecessary child deaths should continue unabated, with strong support and leadership for this goal provided by the United states Government, specifically A.I.D. Five dollars will provide effective vaccination coverage for a child for life against six killing and crippling diseases. Oral rehydration packets cost pennies to prepare. Breast milk contains the essential vitamins and enzymes an infant needs to grow and to fight infection. These and other efforts to improve child health are perhaps the most vivid example of using aid to improve the state of people's health. They should be continued, expanded, and increasingly linked with efforts to reduce maternal mortality and improve maternal health. The Committee will continue to support health care activities undertaken by PVOs, UNICEF, A.I.D., the World Health Organization and others.

G. Vitamin A

1. Issue Description.—It has been known that lack of vitamin A in the diet will impair vision and, in severe cases, lead to blindness. As many as 500,000 children in developing countries go blind each year because they do not get enough vitamin A. Vitamin A deficiency is a public health problem in 73 countries and territories, according to the World Health Organization. Scientific evidence now strongly indicates that vitamin A, in addition to preventing blindness, provides a wide range of health benefits to children. Strong programs to reduce vitamin A deficiency exist in many Asian countries. However, increasing evidence indicates that vitamin A deficiency is a serious problem in many African countries, and that effective programs to provide adequate quantities of vitamin A to populations at-risk could significantly reduce morbidity and mortality rates among African children.

2. Committee Activities.—The Select Committee continued its strong support for programs to reduce blindness and malnutrition through increased use of vitamin A. The Committee advocated the inclusion of an $8 milion earmark for AID's Vitamin A Deficiency Program, which was contained in the foreign aid appropriations act.

3. Conclusions.—The Committee continues to believe that nutrition programs should be a vital component of our foreign assistance programs and should be expanded and enhanced. A.I.D.'s Vitamin A Deficiency Program is a notable success, and should be bolstered with additional activities to reduce iron and iodine deficiencies.

H. Women in Development

1. Issue Description.—Women in the Third World have traditionally been considered to be homemakers who do not directly contribute to the family income but are supported by the work of the men. In fact, women are central to the development process in the Third World. Women perform perhaps two-thirds of the developing world's work, receive one-tenth of its income, and own only one-hundredth of its property. One-third of all households are headed by women, and these families tend to have the most children and the least access to resources. Women produce approximately 80 percent of all food in Africa and 60 percent in Asia. Development projects which fail to integrate women are consistently less successful than those projects which effectively integrate women.

Along with household work and food production, many women in the developing world are involved in working in and running small businesses. Women make up a large part of the informal sector in developing countries—the 30 to 60 percent of economic activity and employment which is not officially documented. In many parts of the world, the street vendors selling produce, prepared food and homemade goods are predominantly female. Other women have started small businesses such as clothes making and bakeries—highly successful ventures that have made the women the major income earners in the household.

Apart from equity, the primary reason cited by development specialists for better integrating women into development efforts is economics. A.I.D. and other development institutions have found that when women's participation in most development projects is high, project success tends to be high; alternatively, when women's participation is low, success of the projects tends to be low.

The Agency for International Development (A.I.D.), however, has been unable to achieve full implementation of its own long-established women in development goals. A few statistics illustrate the situation: less than a tenth of A.I.D.'s professional staff has received training on integrating women in development; worldwide, only 21 percent of the participants in A.I.D.'s training programs are women.

2. Committee Activities.—Extensive research and consultation with A.I.D., representatives of private voluntary agencies (PVOs) and experts in the field of women in development led to the introduction of the Women in Development Act of 1988, H.R. 4049. At the time of adjournment of the 100th Congress, the legislation had the sponsorship of 172 members of the House. Companion legislation, S. 2330, had been sponsored by 34 members of the Senate.

Prior to Committee members introducing legislation, the Committee conducted two hearings on women in development issues, convened several public forums and distributed an issue brief which detailed the gap between the potential of integrating women into development assistance efforts and the progress made to date.

The essence of the women in development legislation prompted by Committee members is to guarantee a better integration of Third World women into development assistance programs—both at the design and the implementation stages. The bill also called for additional funding for women in development programs at A.I.D. and at two key United Nations agencies (UNIFEM and INSTRAW). The FY 1989 foreign assistance appropriation act incorporated major sections of the Women in Development Act by instructing AID to design all country development strategies, programs and projects to include women either in proportion to their participation in the targeted activity or their proportion of the population, whichever is higher and by substantially increasing funding for both AID and UN women in development activities.

3. Conclusions.—The Select Committee on Hunger believes that permanent inclusion of a strong women in development mandate belongs in the foreign assistance authorization legislation. Women in development programs should be giving women increasing access to the technical assistance necessary to increase agricultural production and to launch small businesses. Development projects should increasingly target women for education programs and include women in the design, implementation, and evalaution stages.

Development programs designed to increase food production and improve health in the Third World must better incorporate women if they are ever to be fully effective.

The Committee's research on women in development issues leads to the conclusion that, particularly during a period of severe budgetary constraints for the USG's foreign assistance programs, it is essential to strive for a rapid integration of women into all relevant development assistance programs undertaken by bilaterla and multilateral agencies. Failure to do so denies women equity and undermines the success prospects of development programs.

It is important to note that the success of women in development activities depends less upon the appropriation of significantly increased funding for such programs than it does upon the adoption of appropriate policies. The Committee notes that the Agency for International Development has launched an accelerated training program of its own professional staff on the methodologies of better integrating women into development; A.I.D. could be approaching a training level approaching 50 percent by the end of FY 1989. The Committee welcomes that terribly important progress.

Both A.I.D. and the World Bank have sharpened their focus on the importance of women in development strategies during recent years. It is essential that Congress continue to support efforts to further strengthen this critical element of development assistance efforts. The incorporation of women into development assistance schemes costs very little; failure to incorporate women can carry a high price.

I. Micro Enterprise Credit

I. Issue Description.—Micro enterprises generally have five workers or less and often include family members. Examples of micro entrepreneurs include street food sellers, neighborhood seamstresses, appliance repair people, and light industrial activities. Micro enterprises represent from 30 to 70 percent of the labor in Third World cities. There are an estimated 300,000 to 500,000 micro business initiatives in Lima, Peru, for example, with its population of 3.5 million. In the rural areas, small businesses involved in off-farm activities occupy 20 percent of the labor force in Thailand and nearly 50 percent in Nigeria. The most serious barrier to an expansion of micro enterprise opportunities in virtually all Third World countries is the lack of capital required for launching or expanding these potential businesses.

Banking institutions in the developing world rarely make credit available specifically for the poor. Strict collateral requirements and repayment schedules that make credit prohibitive are imposed. Enterpreneurs are thus forced to turn to loan sharks and money lenders who charge prohibitive interest rates, resulting in ongoing indebtedness and continued povery for the borrowers.

Credit projects which provide money specifically for small groups of poor individuals engaged (or potentially engaged) in commerce have recorded impressive increases in income and in savings for the borrowers. Loans to these micro entrepreneurs can generate $4 to $5 in economic activity for every $1 loaned. Credit programs for the poor have experienced significant and impressive loan repayment rates—on average in excess of 95 percent, a higher rate than many commercial banks realize.

2. Committee Activities.—In 1986 the Select Committee began its activities on the micro enterprise credit issue by releasing a report and holding a hearing. During the 100th Congress, the Select Committee continued its advocacy of an expanded micro enterprise program by convening a second hearing and by supporting legislation requiring A.I.D. to devote $50 million to micro enterprise credit activities. This measure was enacted for FY 1988. The essence of the legislation is to encourage A.I.D. to assist financial intermediaries who provide credit to small-scale, poor businessmen/women and farmers. This effort helps those most in need—the poorest of the poor—by giving them the means to help themselves. The Committee successfully advocated inclusion of a $75 million earmark for micro enterprise credit in the FY 1989 foreign assistance appropriations act, a $25 million increase from the FY 1988 earmark.

3. Conclusions.—Micro enterprises often represent an efficient mix of capital, labor and energy in developing countries. However, these businesses have extremely limited access to institutional credit from any source, forcing many of them to depend on money lenders who charge interest rates ranging from 20 percent a month to as high as 20 percent per day. An enormous resource and boost to development is thus effectively lost. the vicious circle of indebtedness can be avoided, however, when credit, even in amounts ranging from $10 to $200, is provided to these small businesses. These loans are provided by financial intermediaries which minimize or eliminate crippling collateral and literacy requirements. The loans are frequently guaranteed through "solidarity" groups of business owners who are mutually responsible for each loan extended to a group member.

The Committee's research leads to a clear conclusion that A.I.D. and other development institutions should continue to expand their capabilities and activities in this important area of economic development. The initial cost of providing credit to current or potential micro entrepreneurs is minimal, the payback can and frequently is extremely high. The potential of helping literally millions of people to help themselves is virtually limitless. Assisting a person to launch a micro business can often mean helping that person and his/her family to permanently escape abject poverty and chronic malnutrition.

J. AIDS

1. Issue Description.—AIDS, the Acquired Immunodeficiency Syndrome, is caused by infection with the deadly human immunodeficiency virus which destroys the body's ability to fight off infection. As of Septermber, 1987, there had been AIDS cases reported in 123 countries around the world. It is estimated that five to ten million people are infected worldwide. The World Health Organization projects that as those who are infected will rise to between 50 and 100 million by 1991. The cost of treating AIDS patients worldwide will be between $8 and $16 billion by 1990.

In the developing world, the continent of Africa has been hardest hit. Blood surveys indicate that in Uganda alone there are as many infected people as there are in the entire United States. In several African countries, a fifth or more of the urban population is already infected by AIDS.

The AIDS pandemic not only endangers those exposed to the virus in developing countries, it threatens the lives of all. Essential health care and development programs are being affected by the spread of AIDS. Health care systems in many countries are being overrun by the need to care for AIDS patients and to screen blood supplies for infected blood. Immunization levels are dropping as individuals avoid vaccinations out of unfounded fears of AIDS virus contamination. Further, efforts to promote breast-feeding are threatened as breast-feeding is feared to be a means of transmission. The entire child survival initiative and the multiple benefits that it has brought to developing countries are threatened. The basic intention of the child survival initiative—lowering infant mortality rates—is also threatened. In some parts of Africa, for example, where 10 percent of the mothers carry the virus, five percent of all children are born with the virus and almost all of them will die within the year. Food production and economic enterprise are also threatened as young adults are disproportionately struck with AIDS-related illnesses.

2. Committee Activities.—The Select Committee issued its second issue brief on AIDS in June, 1988. Entitled "AIDS in the Third World: A Threat to Development," this paper provides a more complete version of a Committee paper of the previous year. The Committee held a hearing on the impact of AIDS on development programs in the Third World. Increased levels of support for AIDS, including an increased U.S. contribution to the World Health Organization's Global Program on AIDS, were advocated by the Committee and incorporated in the FY 1989 foreign aid appropriations act.

3. Conclusions.—Particular areas of interest to the Committee are the effect of AIDS on programs such as immunization and breast-feeding, and the impact of AIDS-related spending on development budgets. The economic consequences of AIDS pose a serious threat to development in some parts of the developing world. Unlike most diseases, which attack either the young or old, the AIDS virus most frequently attacks men and women between the ages of 20 and 49. The effects of the disproportionate impact of AIDS on this age group are several. Traditional family structures and social security systems begin to disintegrate. Food production declines as the most productive workers become ill or die. Development programs need to be reevaluated to better address the challenge of AIDS and to strengthen health and health information services in developing countries.

The Committee's research on the terrible tragedy of the AIDS epidemic leads to the basic conclusion that adequate assistance must be provided by the United States Government to worldwide AIDS prevention programs if our considerable investments in child survival and other vital development assistance programs are to be protected.

K. Basic Education

1. Issue Description.—In over 40 countries across the world, fewer than 40 percent of children finish primary school. In those countries, lack of substantial progress in education, particularly at the primary level, dooms efforts at sustainable development. Educating children, with equal access for girls, permits advances in agriculture, health and other areas critical to economic and social progress. According to the World Bank, "improvements in education can help alleviate poverty both directly and indirectly by increasing income, improving health and nutrition, and reducing family size."

Education is necessary to promote the social and economic development of people and nations. Education develops the necessary knowledge, skills, and productive capacities of the work force, providing skilled labor for both the industrialized and informal sectors of the economy. Education allows for improvements in the distribution of income and employment and substantially increases the effectiveness of investments in other development areas.

Funding for basic education and literacy programs within A.I.D., however, has declined dramatically. In 1980, basic education/literacy programs accounted for 30 percent of A.I.D.'s education account; by 1987, the spending had dropped to 15 percent (and was only 2.4 percent in Asia that year). It was obvious that funding within the education sector was not consistent with either official A.I.D. policy or the overwhelming evidence indicating the crucial role of basic education in development strategy.

2. Committee Activities.—The gap between the rationale for supporting basic education/literacy campaigsn and the low budgetary priority given these activities by A.I.D. led the Committee to issue a research paper on the issue and to convene a hearing to examine the discrepancy. The research and the testimony presented at the hearing led many Committee members to conclude that basic education should be reinstated as a high-level priority for funding allocations within A.I.D.'s education sector.

The Select Committee advocated a $65 million earmark for basic primary and secondary education spending by A.I.D. for FY 1989. This followed a $42 million earmark in foreign aid legislation passed for FY 1988. The outcome, championed by the Senate Foreign Operations Subcommittee and strongly supported in the House by the Select Committee, was an earmark of $64,770,000, which equals 50 percent of A.I.D.'s Education and Human Resources Account (a 55 percent increase over the 1988 earmark).

The legislation requires A.I.D. to initiate two new programs in basic primary and secondary education in FY 1989, at least one of which must be in Sub-Saharan Africa, and three new programs in both FY 1990 and FY 1991, at least two of which must be in Sub-Saharan Africa.

3. Conclusions.—The Select Committee's investigation of education has led to the clear conclusion that teaching people the educational basis of how to read, write and add stands as the door leading to—or the barrier against—economic growth, equitable development, and the promotion of democratic institutions across the developing world. As more people in a country acquire these critical skills, by finishing primary school or attending adult literacy classes, a country benefits in many ways, including an increase in the health of children, a decrease in the number of children borne by mothers, and an increase in productivity rates as people learn how to work more efficiently. The Select Committee will continue to encourage A.I.D. and the World Bank to devote adequate resources to improving access to and the efficiency of education systems in developing countries. International efforts should be concentrated on the poorest countries of the world, particularly in Sub-Saharan Africa and South Asia.

L. Food Aid Programs

1. Issue Description.—The United States is blessed with an enormous capacity to produce food. The U.S. Government provides food to developing countries largely through two main channels—Titles I and II of Public Law 480 (the Food for Peace Program). The effectiveness of these programs in alleviating food insecurity and promoting development in recipient countries remains a much-debated issue, however. As the debate rages, enormous quantities of U.S. food continue to be shipped to needy countries, and distributed in a large variety of ways. Some food aid is delivered to governments, which sell it for cash at market prices through their local distribution system. Other food aid programs provide targeted donated assistance to pregnant women and infants. Still other programs provide food to workers in exchange for their labor on development projects such as road and bridge construction. Additionally, of course, food is provided in response to emergency situations created by drought, flooding, civil strife or other temporary interruptions of local food availability.

2. Committee Activities.—The Hunger Committee has issued a number of issue briefs on various food aid program questions, conducted various forums for public discussion of complex food aid issues and convened a number of hearings to examine aspects of the PL-480 program. Committee members were centrally involved in the successful efforts to incorporate reforms into the food aid legislation which would strengthen the developmental impact of food aid programs (primarily) through the monetization of commodities for developmental purposes).

The Committee has also been involved in efforts to simplify the access of private relief and development agencies to emergency food aid programs which are critical for response to famine and food emergencies around the world. The Committee has examined the implications of reduced USG support for school feeding programs in India.

In the second session of the 100th Congress, the Committee held a hearing which focused on the adequacy of U.S. food aid programs, and specifically investigated food aid activities in Bangladesh, Central America and Africa. The Committee worked closely with A.I.D. and PVOs to improve the effectiveness of U.S. food programs, particularly through more vigorous use of monetization. (The expansion of monetization over the past two years has substantially expanded the impact of USG development assistance programs in a number of countries. This has been of critical importance during a period of acute budgetary pressures.)

The Committee is closely following efforts to rethink the tools of U.S. food assistance in preparation for 1990, when major farm legislation will be introduced in the Congress, and will be considering recommendations for further enhancements of U.S. food assistance programs.

3. Conclusions.—The food aid program of the U.S. Government remains the largest program of its kind in the world. Ensuring that adequate levels of food assistance are provided to needy countries, particularly those facing emergency conditions, and that the developmental impact of food assistance is maximized remains Committee goals. Some food aid programs which were effective in the 1950s and 1960s may no longer work as well, while new, innovative programs may be needed to provide effective food assistance.

The Committee notes with a sense of pride the substantial contribution of USG food aid programs, both emergency and on-going, in alleviating the suffering of the hungry around the world. American food donations just during the brief tensure of the Select Committee have directly assisted several million children victimized by drought, floods, civil strife or other interruptions to food availability—children who without such assistance most certainly would not be alive today.

M. Multilateral Development Banks

1. Issue Description.—The multilateral development banks—the World Bank and three regional development banks—along with the International Monetary Fund are central participants in international development strategies and activities. The World Bank under its president, former Member of Congress Barber Conable, has recommitted itself to improving the well-being of poor people. The United States Government continues to exercise substantial influence in the Bank and the other multilateral institutions.

The World Bank's International Development Association (IDA) is the largest single lender of development assistance funds to the poorest countries in the Third World. The USG's contribution to IDA increased during the 100th Congress from levels prevalent earlier in the 1980s. For FY 1989, the U.S. will contribute nearly $1 billion. IDA loans are increasingly focused on the needs of Sub-Saharan Africa, with nearly 50 percent of IDA's total lending—or $6 billion—earmarked for Africa from 1988–90.

IDA stands as one of the more effective tools for promoting development in Sub-Saharan Africa and elsewhere. U.S. contributions to IDA are extremely cost effective; for every $1 provided by the USG, other donors contribute more than $3. The emphasis of IDA loans on reducing absolute poverty has been sharpened during the Conable presidency, but there is still a need to increase the benefits for poor and hungry people of IDA activities.

IDA loans have not always promoted environmentally sound policies. This appears to be changing for the better as is IDA's cooperation with nongovernmental organizations (NGOs). A stronger IDA/NGO partnership could lead to a dramatic increase in the effectiveness of IDA loans.

2. Committee Activities.—Committee members strongly supported a sufficient USG contribution to the eighth IDA replenishment during the 100th Congress, convinced that IDA is of central importance to development in Africa and elsewhere and that significant improvements in IDA's policies would increase its effectiveness. The Committee convened a hearing to discuss the importance of IDA to African development. A Committee member authored accepted authorization language recommending the establishment of a IDA/NGO collaboration fund and other means of strengthening IDA's impact on the very poor.

The Select Committee continued to monitor the impact of structural adjustment loans on long-term development and encouraged the multilateral organizations to better incorporate the needs for adequate food, health care and educational systems in the design of all their programs. The Committee organized a seminar on the World Bank and nutrition issues. Committee members held numerous discussions on poverty reduction with officials of these organizations.

3. Conclusions.—The multilateral banks are central actors in promoting development. The Select Committee will continue to developed every opportunity to promote heightened attention to the plight of the poorest on the part of these critical institutions. As budget constraints continue to limit the scope of the U.S. bilateral foreign assistance program, it is increasingly important that the multilaterals supported by the USG become as effective as possible. Certainly one significant measurement of that effectiveness is the capacity of these institutions to more centrally battle hunger and the underlying poverty. The Committee will continue its monitoring of such effectiveness on the part of the multilaterals.

N. Guinea Worm Disease Eradication

1. Issue Description.—Unsafe water and insufficient water supplies and sanitation facilities are responsible for 80 percent of all human illness and disease, as well as for heavy losses in the agricultural and other economic sectors. The lack of a reliable and safe water supply is a major impediment to the improvement of the health and nutritional status of literally millions of malnourished residents of developing countries; it vastly reduces productivity in a wide range of sectors; and, it diverts millions of hours of potentially productive labor into the search for the daily requirement of water.

Guinea worm disease, also known as drancunculiasis, is a particularly deplorable disabling parasitic disease prevalent among populations in rural areas of parts of Africa, the Middle East and Asia. It is the only communicable disease that is transmitted solely by contaminated drinking water. Annual cases of Guinea worm disease number about 10 million annually and up to 140 million people are estimated to be at risk at any one time. Obviously a serious impediment to development in the affected countries, Guinea worm disease has severe impacts on health, agricultural production and school attendance, but until recently has been neglected by many countries and international donors.

Support for water and sanitation projects as a component of the USG's foreign assistance program has been quite uneven and, until congressional interest motivated a change in policy, A.I.D.'s support for Guinea worm disease eradication was minimal.

2. Committee Activities.—The Select Committee exercised leadership in the campaign to achieve the worldwide eradication of Guinea worm disease—a disease which can be completely eradicated through low-cost methods. Select Committee initiatives led to the inclusion of important report language in the House-approved 1988–89 foreign assistance authorization legislation. This action by the Foreign Affairs Committee followed a Select Committee hearing and the distribution of a Committee report on the feasibility of Guinea worm disease eradication. The Select Committee subsequently has worked with the World Health Organization, A.I.D. and the Carter Presidential Center to strengthen international eradication efforts. In October, 1988, the Select Committee authored a letter signed by sixteen members of Congress requesting the administrator of A.I.D. to strengthen Agency efforts to support the eradicatin efforts. A.I.D. has, at least partially in response to the Committee focus on the eradication campaign, begun to enhance its efforts in this field.

3. Conclusions.—Guinea worm disease is the first endemic disease targeted for worldwide eradication by the World Health Organization since the successful campaign to eliminate smallpox from the earth. It is an enormous barrier to development in large areas of the Third World and its eradication is achievable at a modest cost. The Select Committee will continue its efforts to guarantee that the United States plays a significant role in the eradication of this terrible disease.

The Committee's research leads to the conclusion that Guinea worm disease eradication efforts have multiple and permanent benefits beyond the attack on the disease itself. Efforts to improve the safety of the water supply and to educate people on the necessity of purifying water before consumption, which are central to Guinea worm disease control programs, will add considerably to the overall attempt to promote basic health standards and improve nutritional status. The effectiveness of Guinea worm disease eradication strategies has been widely documented by the successes of eradication programs in the Ivory Coast, India and other nations.

The USG should promote the low cost Guinea worm disease eradication campaign as an essential element of an expanded water for human consumption/sanitation component of a foreign assistance program more directly effective in the reduction of hunger and malnutrition in the world.

O. Environmental Degradation/Natural Resource Management

I. Issue Description.—Environmental degradation is one of the many complex and interrelated problems resulting in hunger and other deprivations throughout the Third World. As farmers move in search of fertile agricultural lands in order to meet the basic needs of their growing families, they stress the land through overcultivation. Deforestation and overgrazing place additional stress on the land. Poor irrigation practices contribute to desertification.

The current loss of tropical forests and ground vegetation threatens food production in numerous countries already coping with considerable food deficits and rising populations.

A rural African woman spends two-to-three hours every day in search of wood. She travels as far as necessary in order to find wood which will be used for construction but primarily as fuel. Previously, this woman was able to draw upon a substantial wood supply close to her home, but the search for fuelwood now requires greater time and is far less fruitful. The trees close to her home are rapidly disappearing. The wood the woman gathers is then burned in an inefficient stove, requiring a great deal of wood rapidly consumed.

This scenario is repeated throughout the Third World where natural resource mismanagement and destruction is quickly undermining the very capacity to grow food. Watersheds are being destroyed, rainforests destroyed, farm lands lost. Economic deterioration results and, in extreme cases, famine. (The denuded highlands of northern Ethiopia are unable to produce an adequate supply of food for the population living there; during years of scarce rains, an emergency situation can quickly develop. The deforestation in Haiti is so severe that the very climate appears to have been affected; the country is experiencing continuous declines in annual precipitation.)

The destruction of the natural resource base is the biggest and most ominious single threat to food security throughout vast regions of the developing world.

2. Committee Activities.—The Select Committee has explored the linkage between environmental decline and hunger in hearings, the distribution of issue briefs and the convening of basic human needs seminars for congressional audiences. The Select Committee has utilized every opportunity to educated the development community on the fact that environmental degradation is very much a hunger issue and to facilitate better communication between environmental, population and traditional developmental agencies.

Select Committee members were active in the successful effort to designate natural resource management as one of three specified focuses for A.I.D. in the African Development Fund. As a result, resource management programs are taking on greater importance in A.I.D.'s development strategies in a number of African countries.

3. Conclusion.—Central to any sustainable effort to assault the underlying causes of malnutrition in the developing world is the incorporation of greater environmental protection and natural resource management practices into agricultural development schemes and general economic development activities. The Committee will be working with all appropriate parties to identify ways of strengthening the environmental components of the U.S. foreign assistance programs.

Additionally, the Committee's work in the environmental field leads to concerns about the lack of focus on natural resource management concerns on the part of various multilateral development agencies and, more troubling, about the outright abuse of the environment in developing nations on the part of certain industrialized countries. It is essential that the United States exert leadership in a concerted effort to better protect the natural resource base of Third World nations. There can be little prospect of economic development or a significant reduction in hunger without this critical area receiving greater attention.

P. Population/Family Planning Assistance

1. Issue Description.—Between 1950 and 1987 world population doubled from 2.5 to 5 billion people. Eighty-five to ninety percent of this growth occurred in developing countries. Hunger leads to high population growth rates just as the opposite is true. High rates of population growth in developing countries interact with and reinforce a host of endemic problems, including widespread hunger and malnutrition, poverty, poor health care, poor education systems and accelerating environmental degradation. Hunger can only be substantially reduced in tandem with a lowering of birth rates among populations lacking food security. The U.S. Government, long recognized as the leading supporter of family planning assistance programs around the world, has retreated from an active and effective population program.

In the non-industrialized nations of the Third World, thousands of people go hungry each day because there in not enough food available. Lands cannot produce enough to support the large population; often the lands are over-cultivated and over-grazed. The ability of the land to sustain the population is hampered and a vicious cycle is perpetuated wherein a growing population is trapped in a situation that continues to worsen. Families have additional children to provide more laborers to grow more food, to guarantee support when the parents become elderly and as insurance against high infant mortality rates.

For more than 20 years, the USG was a leader in the international family planning field, recognizing the vital linkage between reducing population growth rates and achieving devleopment progress. Inroads that has been achieved were weakened by changes in U.S. policy in the 1980s when it was articulated that family planning is only a short-term method of alleviating population growth rates. Economic policy reforms were, instead, alleged to be the key to reducing the rate of growth. Funding for population/family planning assistance programs was radically reduced.

2. Committee Activities.—Committee research leaves little doubt that reducing population growth rates is central and essential to efforts to reduce chronic malnutrition in the world. This fact cannot be avoided. The Committee has consistently explored ways and means of expanding voluntary family planning assistance programs as part of a strengthened foreign assistance program which more directly attacks hunger and absolute poverty.

Paralleling similar efforts on the environmental front, Select Committee members were active in ensuring that population programs were one of three designated focuses within A.I.D.'s African Development Fund.

The Select Committee distributed an issue brief on population issues and convened two basic human needs seminars on the subject during the second session of the 100th Congress. The Committee earlier conducted a hearing on population and hunger linkages.

Various other Committee hearings have dealt in part with population issues.

3. Conclusions.—Many Third World governments cannot hope to see improvements in the welfare of and increased economic opportunity for their society without declines in fertility rates. The Committee will be contributing to efforts associated with the consideration of foreign assistance legislation to renew and strengthen the commitment and leadership role of the United States in addressing the issue of rapid population growth in the Third World. Failure to renew that commitment could well undermine the considerable investment and progress made to date in alleviating hunger.

Q. Orphans/Abandoned Children

1. Issue Discription.—A massive famine of unprecedented proportions swept across Sub-Saharan Afarica in 1984. The horrible suffering resulting from that catastrophe is well known as is the generous response to it from the United States and other donors. What is less well known is that tens of thousands of orphans and abandoned children remain behind—temporarily if not permanently left alone to fend for themselves. In Ethiopia alone, over 20,000 children were left without an immediate family.

There are inadequate facilities to provide the basic needs of these orphans and abandoned children in most of the areas devastated by the famine. Churches and other charitable groups willing to provide assistance simply do not have the means. Many of the children could be reunited with an extended family unit if the ability to locate family members existed.

2. Committee Activities.—Committee members and staff, as did other congressional observers, visited makeshift facilities housing Ethiopian children left stranded by the famine. This visit and requests from American Embassy officials in Addis Ababa for assistance brought about a determination to find ways to assist the children. An initiative crafted by the Select Committee and members of the Foreign Operations Subcommittee of House Appropriations led to the provision of $1 million within A.I.D.'s international disaster assistance account for the care and for the reunification of orphans and abandoned children for FY 1988. Programs utilizing these funds are now underway in Ethiopia and other affected countries. For FY 1989, a total of $1.5 million was provided for these programs within various A.I.D. accounts.

The number of children being placed with extended family units continues to grow, as does the number being more properly cared for in orphanages.

3. Conclusions.—The orphans and abandoned children from the 1984/85 African famine serve as a reminder of the horrible human suffering witnessed at that time. The famine has receded, the needs of the children remain. Committee members hope that the United States can continue its humanitarian assistance to this special group of individuals who need help now just as they did at the time of the original tragedy.

II. DOMESTIC

A. Improved Utilization of Federal Food Assistance Programs and Benefit Enhancement Initiatives

1. Issue Description.—The Federal Government currently sponsors a broad array of domestic food assistance programs designed to help low-income persons purchase and consume a nutritious diet. Yet, millions of individuals who are eligible to participate in these programs, fail to receive benefits. Select Committee research indicates that non-participation is frequently attributed to inadequate federal funding to serve all who are eligible; insufficient public awareness about the availability of these programs and criteria for participation; and, eligibility guidelines which preclude the delivery of services to many in need of assistance.

Individuals and households who surpass such obstacles and are certified to participate in the programs, often find that they lack adequate personal resources to supplement these benefits. Consequently, they are unable to obtain optimum nutritional intake.

Farm Families

According to research conducted by the Census Bureau and the Department of Agriculture, there has been a steady decline in the farm family population over the past 40 years. During the 1920's, the farm family comprised roughly 30 percent of the rural American population. The farm population had further declined by close to 50 percent by 1950; and the reduction continued on an annual average of 4.8 percent in the 1960's and at a 2.9 percent rate in the 1970's. By 1987 farm families constituted just 2 percent of the U.S. population.

During a 1987 hearing examining the causes for the decline in the farm family population and the growing rate of poverty among this population group, the Texas Commissioner of Agriculture testified that since 1981, one-half million individuals had left farming and a substantial number were on the brink of losing their farms. Public service program administrators and anti-hunger program advocates have reported a substantial increase in the number of applications for public assistance and requests for emergency food assistance made by farm households. Research indicates that the complicated nature of farm families assets and holdings coupled with confusing rules and regulations used to determine eligibility for benefits often resulted in farm household applicants being inappropriately denied food stamp benefits. It was noted that often, the caseworker was not aware of the most current changes in the rules and regulations concerning the administration of the program, which frequently led to errors in the application process.

Farmers' Market Projects for WIC Participants

During a number of hearings held to assess the extent to which low-income persons in this country experience food security problems and fail to consume meals which are nutritionally sound, the Select Committee has received testimony addressing the lack of fresh fruits and vegetables in the diets of the poor. During a February 1988 hearing on the hunger emergency in the United States, the Committee received testimony from the Director of Public Voice that rural poor children are three times as unlikely to eat fresh fruits and vegetables once a week than poor children in urban areas. In Fort Berthold, North Dakota, a member of the EFNEP staff recommended that the Commodity Distribution Program for Native Americans be expanded to include fresh fruits because residents of the reservation have to travel great distances to reach grocery stores which stock produce. Similar problems were articulated by residents in rural West Virginia, many of whom rely on their own gardens for vegetables. Although this problem is not as common in inner-city communities, Committee research indicates that many stores located in these areas do not maintain produce inventories.

During a 1987 hearing, the Commissioner of Food and Agriculture for the State of Massachusetts presented testimony about an innovative program, initiated by the State, which provides low-income women, infants, and children participating in WIC with coupons to purchase commodities from farmers' markets. During subsequent research of methods through which the diets of low-income persons could be enhanced by providing them with fresh produce, the Committee found that similar programs were operating in Iowa, Vermont and Connecticut, and that a number of States were interested in implementing such projects.

Expanding Participation in the Special Supplemental Food Program for Women, Infants and Children (WIC)

Congress approved legislation in 1972 authorizing the creation of the Special Supplemental Food Program for Women, Infants and Children (WIC). The program, which was initially implemented as a demonstration project in five pilot areas, was authorized at $20 million in Fiscal Year 1974 and served approximately 88,000 individuals each month. During this decade, the program has expanded to all states and funding has increased from $725 million in Fiscal Year 1980 to $1.929 billion in Fiscal Year 1989. However, despite the program's growth, millions of low-income women, infants and children who meet the income and nutritional risk standards for participation remain unserved. A 1987 report by the U.S. Department of Agriculture found that in 1984, the latest year for which eligibility projections based on health risk and income criteria are available, an estimated 40 percent of the 7.5 million individuals fully eligible to participate were enrolled in the program. In efforts to most efficiently utilize the funding available, USDA has established a priority system for targetting benefits to individuals determined to be in greatest need of assistance. Each program is also required to inform individual applicants of the assistance programs for which they might be eligible.

Select Committee hearings and research identify a wide variety of causes which preclude program participation. According to a Congressional Budget Office estimate prepared in October 1988, funding for the program would have to double the appropriation available in Fiscal Year 1989 to assure the availability of services to all who are eligible. Twenty-six of the seventy-two respondents to a 1987 Select Committee survey reported difficulty in handling caseload expansion because they did not have adequate funding for program administration. Twenty-two of the respondents cited transportation as a primary obstacle, noting that many potential participants do not own cars and either cannot afford, or have no access, to public transportation. A number of program directors indicate that the lack of communication and coordination among federal, state and local program administrators poses a significant barrier to expanding caseloads.

One respondent stated particular concern regarding the length of time it takes to relay information on revision in regulations implemented by the Federal Government. Changes in regulations governing the operation of outreach programs, implemented in 1983, no longer require that states give priority to the development of appropriate outreach materials, set minimum standards for outreach or target media outreach to high risk individuals. Consequently, many individuals who may qualify for participation lack information about program availability and eligibility criteria.

2. Committee Activities.—In December 1987, the Select Committee issued a report, "Obtaining Food: Shopping Constraints on the Poor," which explores the adequacy of federal benefits for supplementing the low-income consumer's budget for food and examines access to markets where nutritious foods can be purchased at prices affordable for low-income consumers.

In February 1988, the Select Committee and the House Agriculture Subcommittee on Domestic Marketing, Consumer Relations, and Nutrition held a joint hearing to explore potential components of legislation to low-income households, including farm families. The Select Committee played a prominent role in assuring the inclusion of language, in the Hunger Prevention Act of 1988, which would authorize the Secretary of Agriculture to exclude all property (including land, equipment and supplies necessary for farming) that is essential to the self-employment of household member in the farming operation from the consideration of resources used in a farming operation from the food stamp benefits. On September 19, 1988 the president signed into law P.L. 100–435, the Hunger Prevention Act.

As a result of the testimony received during the June 1987 hearing, the Select Committee, in cooperation with the House Education and Labor and Agriculture Committees and the Senate Agriculture Committee, developed legislation establishing the pilot program which would allow WIC recipients to supplement their diets with fresh fruits and vegetables purchased at farmer's markets. This pilot program was enacted as part of the Hunger Prevention Act of 1988. The program will be carried out in ten states for three years, with the intended purpose of increasing access to high quality fresh produce and improving the nutritional intake of the low-income consumer.

The Committee developed a questionnaire in February 1988, which was circulated to all state, territorial and tribal WIC Programs to solicit information regarding what state directors perceived to be the primary barriers to participation. The Committee was also interested in learning about the strategies that had been implemented within state and local programs to alleviate these obstacles. In October 1988, the Committee issued "Strategies for Expanding the Special Supplemental Food Program for Women, Infants and Children (WIC) Participation: A Survey of WIC Directors," a report based on the responses to the questionnaire and an extensive review of information program participation rates and funding; barriers to participation identified by state programs; innovations employed by states to expand participation; and, recommendations for improving program management and expanding services.

3. Conclusion.—Federal food assistance programs are designed to assist low-income persons secure and maintain an adequate diet. In many instances, the lack of information about program availability precludes receipt of crucial benefits. One area that must be addressed, if program utilization is to improve, is the need for better dissemination of program information to state and local program administrators, caseworkers, recipients and advocates explaining how people can access to needed services. Based on testimony presented to the Select Committee, it is evident, as well, that priorities within program structures be better defined to ensure that those monies available are effectively and efficiently targeted to the poor.

B. Coordination and Simplification of Public Assistance Programs

1. Issue Description.—There is a host of federal programs designed to assist low-income individuals and families secure and maintain a decent standard of living. A number of congressional committees have legislative jurisdiction over the various programs, and numerous independent federal agencies administer them. However, it is at the state and local level that the serious problem of fragmented and conflicting program operations are acute. Public assistance program administrators, participants, and evaluators have testified before the Select Committee that the lack of multiple program integration efforts and conflicting application procedures and certification guidelines discourage participation among those in need and, in fact, increase the potential for management problems.

Applicants for public assistance programs encounter numerous obstacles before they gain access to benefits designed to assist them meet their basic needs. Often, families in need must travel from agency to agency in order to secure services and benefits. It was reported to the Select Committee that although overlapping populations receive benefits from the major assistance programs—Aid to Families with Dependent Children (AFDC), food stamps, low-income energy assistance and medical assistance—state and local agencies responsible for administering these programs have separate policies for determining eligibility. Witnesses have stated that the application process, itself, is a hinderance to participation. They cited the length of the separate program applications and the actual amount of time it takes to complete the procedures as major obstacles for prospective participants. The Select Committee received testimony from caseworkers, advocates and from program administrators who note the application process is extremely burdensome on the frontline workers and well. Witnesses stressed that they often have excessive amounts of paperwork to handle for each of the major federal assistance programs. This situation, coupled with the fact that many local and state social service offices are understaffed and inundated with potential clients, leaves enormous room for errors. The majority of witnesses appearing before the Select Committee stated that simplification of the public assistance network had great potential for reducing program cost and error rates.

Even when criteria for participation in different programs are similar, a system to facilitate the sharing of client information among separate programs is not in place. Application information is not generally shared and caseworkers usually must maintain separate files for each program. Although there are efforts underway to consolidate the AFDC and food stamp applications so that a generic form may be used, witnesses have stressed that Congress will then be required to legislate these revisions before they can be implemented.

2. Committee Activities.—Since 1985, the Select Committee has been exploring the need for improved coordination of public assistance programs and strategies for simplifying application and administrative procedures. In September 1987, the Committee held a hearing which focusing on federal, state and local efforts to coordinate and simplify the major food assistance programs. During these proceedings, the Committee released the last in a series of four reports prepared by the General Accounting Office (GAO) which include recommendations for policy development. These documents were prepared at the request of the Select Committee, the Ways and Means Subcommittee on Public Assistance and Unemployment Compensation and the Agriculture Subcommittee on Domestic Marketing, Consumer Relations, and Nutrition.

3. Conclusion.—The need for coordinated and simplified income security programs is hardly a new innovation and there have been many attempts to coordinate these programs in an effective and efficient manner. Yet, accomplishing these objectives is extremely difficult. Some experts portend that the way to improve program service and administration is through streamlining the often complex program policies. Witnesses contend that by making the rules and regulations more uniform, certain barriers to participation will be reduced. Witnesses have testified that income security programs will become more complicated with recent changes in the law affecting the AFDC and Food Stamp Programs. Serious consideration should, therefore, be given to expediting statutory removal of these obstacles which have, and will continue to present, themselves to administrators, caseworkers and recipients, as barriers to program participation and proper implementation of income security programs.

C. Health Consequences of Hunger and Poverty

1. Issue Description.—The health and nutrition effects of hunger and poverty in the United States are generally not characterized by severe protein and calorie deficiency diseases as is found in developing countries. When national health statistics are available, they most often reflect the health and nutrition consequences of undernutrition rather than the underlying causes of inadequate food intake.

Select Committee examination of population groups experiencing precarious health status associated with poor nutrition, identify lack of access to foods necessary to assure a well-balanced diet, insufficient nutrition education for low-income households and lack of data on certain vulnerable groups for the purpose of developing and implementing policy for effectively targeting resources to those in need.

Native Americans

Select Committee research indicates that large segments of the Native American population are economically disadvantaged. Consequently, the health status of this population group is inferior to that of the general U.S. population. Native Americans have shorter life expectancy at birth than the U.S. white population because they experience higher rates of diabetes, chronic liver disease, cirrhosis, tuberculosis, pneumonia and cardiovascular ailments, compared to the rest of the population. In recent years, the incidence of diabetes, a disease which was rare among American Indians before the 1840's, has reached epidemic proportions. The occurrence of this condition has accelerated as a result of the high incidence of obesity among this population group. Although the incidence of infant mortality has improved dramatically, post neonatal mortality for American Indians remains high. Many of the diseases prevalent among Native Americans have diet/nutrition-related aspects and are preventable. Yet, the problems persist.

In 1987, the Select Committee conducted a hearing to examine the health and nutrition problems experienced by Native Americans residing on reservations. Health and nutrition experts testified that the rate of death attributable to diabetes on the Fort Berthold Reservation in North Dakota had reached 123.6 per thousand live births—a rate twelve times the national average. The conclusions of a 1984 survey of 70 percent of the households on the reservation indicated that 50 percent of the households included an individual with diabetes and/or hypertension and at least 70 percent of the households expected that someone in the family would develop diabetes in the future. Despite the magnitude of the health problems experienced on the reservation, there were no local health service providers or facilities equipped to treat diabetes patients or to instruct the residents in nutrition strategies to prevent illness.

The tribal nutritionist testified that initial contact with WIC clients indicated that many mothers were uninformed of the relationship between infant and child health and poor nutritional care. However, 89 percent of the respondents to a 1986 survey reported a change in eating habits as a result of participation in the nutrition education component of the program. A member of the Expanded Food and Nutrition Education Program (EFNEP), who provides nutrition education to low-income households, stated that even with proper nutrition education, many of the reservation's inhabitants relied on the commodity food packages which were high in fat, salt and carbohydrates. Consequently, knowledge of improved nutrition practices had little impact on what foods were actually consumed.

The Homeless

The severity of the homeless problem in the United States is escalating at an alarming rate. While precise figures on the total number of homeless individuals nationwide are currently unavailable, there are clear indications that homelessness is on the rise. A 1987 U.S. Conference of Mayors' survey of twenty-six cities reported that between 1986 and 1987, 96 percent of the respondents experienced an increase in homelessness. The average increase was 21 percent. The Select Committee has worked with a number of homeless individuals, advocacy organizations and community-based and national emergency service providers to ascertain the conditions contributing to the increase in homelessness. Factors identified range from the lack of affordable low-income housing, unemployment and other employment related problems among low-income persons to substance abuse and poor access to public assistance programs.

Various witnesses before the Select Committee stated that the homeless population has special nutritional needs that are not being met under present conditions. Homeless individuals with chronic health problems need special diets or nutritional supplements, not readily available to them. The physical and mental development of homeless children can be stunted for life if they do not receive adequate nutrition. Additionally, responses to a 1987 survey of 140 homeless shelters, conducted by the Select Committee, revealed that 45 percent of the homeless are not receiving food stamps.

Select Committee research indicates that all individuals who are homeless suffer from, or are susceptible to, a range of health problems. Constant exposure to the environment, inadequate nutrition, perpetual walking, vulnerability to criminal assault, and life in shelters are all aspect of a life of homelessness with direct and strongly deleterious effects on physical and mental health. Compounding the health problems of the homeless is their poor access to health care. The homeless often find themselves incapable of meeting the high costs of health care, ineligible for Medicaid or Medicare and unable to find health care providers to supply low-cost treatment.

Hispanics

Hispanics are the second largest and the fastest growing minority population in the United States. There has been speculation that by the end of this century Hispanics may be this nation's largest minority group. Additionally, Hispanics have been determined to be disproportionately disadvantaged when compared to other Americans. Poverty among this population group has risen by almost one-third since the late 1970's. Despite these figures, little is known about the health and nutritional status of Hispanics and the various subgroups within this population group.

In reviewing the four major health and nutrition data collections systems (the National Health and Nutrition Examination Survey, the National Health Interview Survey, the National Medical Expenditure Survey and Vital Statistics Records), the Select Committee found that none currently provide for the sampling of a large enough Hispanic population to provide national data on this group. Moreover, testimony presented to the Select Committee by Dr. Manning Feinleib, the Director of the National Center for Health Statistics, specifically identified the affects of budget constraints on the collection of Hispanic data. He stated that although the proposed Third National Health and Nutrition Examination Survey would be oversampling for the general Hispanic population and Mexican-Americans, insufficient funding will prevent an oversampling for any other Hispanic subgroup.

Dr. Fernando S. Mendoza, Assistant Professor of Pediatrics at Stanford University of Medicine in his testimoney before the Select Committee identified the need for better collection of health data on Hispanic migrant farm workers. Because of harsh working conditions and unstable living environments, this population group is more susceptible to illness. However, because migrants do not have permament residences they are often overlooked when health data surveys are conducted.

Dr. mendoza also commented that present survey techniques often do not produce accurate assessments of the health of Hispanic children. he stated that a hungry Hispanic child may also do less well in school or in physical activity, compared to his peers, measures that our current surveys do not take into consideration.

Select Committee examination of data compiled on Hispanic participation in federal food aid programs revealed that no mechanism exists for collecting and analyzing Hispanic participation in, or access to, various food and nutrition programs which have a significant impact on health status.

2. Committee Action.—In July 1987, the Select Committee conducted a field hearing in Fort Berthold, North Dakota to assess the causes of health and nutrition problems prevalent among Native Americans residing on reservations. The Committee drafted a fact sheet comprising the major findings and recommendations presented. A member of the Committee presented this document to the House Interior and Energy and Commerce Committees to encourage their support for amending H.R. 5261, the Indian Health Care Amendments of 1987 to incorporate provisions establishing a diabetes health center at Fort Berthold. As signed into law (P.L. 100–713), creates a new diabetes center for the Three Affiliated Tribes at Fort Berthold which will coordinate a comprehensive diabetes control program of nutrition education counseling, disease prevention and treatment.

The Select Committee conducted a hearing on the subject of hunger and homelessness on February 25, 1987. The hearing is part of the Committee's continuing search for solutions to hunger problems among the homeless. That afternoon, the Committee released a report entitled "Hunger Among the Homeless: A Survey of 140 Shelters, Food Stamp Participation, and Recommendations." Its findings are derived from the existing research literature on homeless and responses to the Select Committee questionnarie from shelter managers across the nation. In July 1987, Congress approved the Steward B. McKinney Homeless Assistance Act, legislation establishing a network of programs to provide a range of emergency, short- and long-term assistance to the homeless. In preparation for reauthorization of this bill, the Chairman of the Committee requested that the Select Committee assess the adequacy of heatlh care services and benefits available to this population.

Research indicated that the expiring authorization was not adequate to sustain the existing 109 projects and to facilitate the development of new projects in unserved rural and urban communities. The Chairman of the Committee subsequently introduced legislation authorizing increased funding for a three-year extension of primary and mental health care services for the homeless. These programs include substance abuse counseling and 24-hour emergency treatment care; outreach; and, referral for accessing public aid entitlement benefits. The bill was incorporated in the McKinney Act reauthorization (P.L. 100-628).

In October 1987, the Select Committee commissioned the U.S. General Accounting Office to analyze the feasibility of various policy and programmatic options for compiling and maintaining prevalent national Hispanic data. This report was completed in March 1987. The Committee also conducted a hearing to investigate the merits of implementing some of these options for expanding the appropriate national data collection systems.

3. Conclusions.—Select Committee research and testimony received reveal a need for the expanded implementation of programs which seek to contain the incidence of preventable nutrition-related diseases, such as diabetes. During a number of hearings, the Committee has received testimony that the provision of appropriate nutrition education can significantly improve a household's eating habits and, as a result, improve its health status. We have learned, as well, that programs providing food and health care services are most effectively and efficiently used when targetted to at risk populations. These findings indicate the need for implementing programs, such as that approved for operating at Fort Berthold, in areas where there is a high concentration of persons who are vulnerable to these conditions.

The extension of programs and services in the McKinney Act is a significant step in assisting the homeless attain adequate health care. However, the benefits of these services are restricted as long as individuals remain homeless and, consequently, are consistently exposed to unsanitary and unsafe living conditions. The most effective means for preventing and containing the ailments prevalent among the homeless is to provide them with affordable permanent housing and improved access to nutritious food and health care services on a permanent basis.

Testimony presented to the Select Committee emphasizes that the lack of data on Hispanics has impeded the creation of health policy and the targetting of health services for this population group. Steps should be taken to include the collection, analysis and dissemination of health and nutrition data on Hispanics to the extent that such information is compiled on other ethnic groups in the nation.

D. Promoting Self-Sufficiency

1. Issue Description.—In the United States as in other countries, individuals in poverty are usually those with less education, inadequate housing, and generally less sanitary living conditions. Because they lack adequate resources, they frequently suffer from, or are vulnerable to, hunger. Children are more susceptible to health problems, the young women become pregnant at an earlier age, school attendance is poor and access to basic human needs is more difficult. Unemployment and underemployment are also common.

Since its inception, the Select Committee has been investigating mechanisms for channeling support to persons in poverty which would help them to escape these conditions by attaining financial independence from public assistance programs and becoming eonomically self-reliant. Committee contact with low-income persons and individual programs which provide them services indicates that a vast majority of the recipients of public assistance would prefer the opportunity to acquire education and marketable skills which would empower them to become financially self-sustaining.

In 1985, the Committee began to examine the potential of self-help programs for providing the necessary encouragement and skills necessary for participants to achieve this goal. The self-help organizations identified by the Committee shared the common goal of cooperative support; however, emphasis ranged from economic development, education, employment opportunities and housing to social services, health services, community organizing and food provision.

Earlier research by the Select Committee found that the provision of small amounts of credit for micro enterprise creation to individuals in developing countries can significantly raise the living standards of the poor and bring about sustainable improvements in local economies. The concept of encouraging micro enterprise credit as a means for people to help themselves is also transferable to more developed countries, including the United States. Select Committee research on this issue focuses on innovative financing techniques, ranging from the creation of community development credit unions to the use of community service block grant funds to leverage loans from conventional lending sources.

The Women's Economic Development Corporation (WEDCO) is a prime example of an organization which utilizes the concept of micro enterprise credit to help women achieve economic self-sufficiency. WEDCO operates a 1.2 million dollar loan fund that finances women-owned businesses. The organization targets unemployed and underemployed women who have a business idea that could produce sufficient income to support themselves and their families. During the last four and a half years WEDCO has assisted over 3,500 women. The proprietor of a women's clothing company in Minnesota, testified before the Select Committee that with the assistance of WEDCO she was able to go from being a mother dependent on AFDC to a successful small business woman.

Another successful micro enterprise credit organization is the Fund for Affordable Housing, Self Help Association For Regional Economy (SHARE) in Great Barrington, Massachusetts. Mr. Jay Rossier, the Coordinator of SHARE reported to the Select Committee that the fourteen micro-enterprise loans that SHARE has made have resulted in fourteen new businesses that now employ forty people. Most of the loans that were made were between $1,000 to $3,000 and no defaults have occured to date.

2. Committee Action.—In December 1987, the Select Committee released a report examining avenues of credit availability to the poor and micro enterprise projects in the United States. This study provides information through a preliminary examination of the potential of micro enterprise activities in the United States, and explores recommendations on the use of transfer payment monies, seed or working capital for public assistance recipients to start micro enterprise projects. Subsequent to the release of the report, the Select Committee held a hearing to investigate the effectiveness of existing projects in aiding low-income persons achieve economic sufficiency through micro enterprise ventures.

The Select Committee issued a report in July 1988, examining the services offered by self-help programs that assist low-income persons achieve economic independence. A questionaire was developed and circulated to self-help program operators in twenty states. The responses were used in the preparation of the committee report.

3. Conclusion.—Select Committee research reveals that there is a dearth of financial and technical support for the development and implementation of self-help micro enterprise projects. The Committee believes the Federal Government could help expand the availability of information on self-help programs through such avenues as a national micro enterprise/self-help clearinghouse and data banks. These initiatives would assist self-help programs in developing methods to improve the coordination of their activities with those sponsored by non-profit service providers. Federal, state and local governments should place a greater focus on creating the means by which income maintenance systems can support and encourage training, employment and self-employment.

E. Private Sector Emergency Food Delivery Systems

1. Issue Description.—The existing federal food assistance network comprises a wide variety of programs designed to assure low-income persons access to a nutritious diet on a consistent basis. Nevertheless, a large number of low-income families are becoming increasingly dependent on food distribution services sponsored by the private sector. Although private nonprofit organizations have, to a larger degree, been responsive to the emergency food needs of the poor which are unmet by government programs, these providers are concerned about their continued capacity to support the escalating number of persons in need of help.

In 1985, the U.S. Conference of Mayors conducted a survey of twenty-five major cities to examine the demand for emergency food assistance. A January 1986 report of the findings of this survey indicated that in twenty-four of the cities, the demand for emergency food assistance had increased by an average of 28 percent over the preceeding year. Results of a similar survey of twenty-six cities conducted in 1987, indicated that the demand for emergency food assistance had grown by an average of 18 percent over 1986 in twenty-four of the cities.

Testimony presented at Select Committee hearings indicating a substantial increase in the number of individuals and families seeking food assistance through emergency outlets such as food pantries and soup kitchens corroborates the reports the Committee has received from the Conference of Mayors and numerous community, local and state organizations. In 1985, Catholic Charities USA provided food to 1,175,000 individuals; in 1986, the organization reported serving more than 3,100,000.

Select Committee investigation of private sector involvement in the delivery of food to low-income individuals and households has yielded numerous examples of the interventions initiated by private organizations to alleviate hunger. Second Harvest, the national food bank system, distributes food donations from national companies to a network of 205 food banks across the country. The organization is supported by private donations from individuals, corporations and foundations. In 1986 Second Harvest distributed approximately 352 million pounds of food, valued at close to $500 million, which was channeled to more than 38,000 charitable feeding programs. By 1987, program distribution had grown to 387.5 million pounds.

The Select Committee has heard from the director of Second Harvest and other emergency service providers that their ability to continue responding to the growing demand for aid is contingent upon increased support from individuals, corporations and foundations. Testimony received emphasizes Federal Government support of tax incentives to encourage enhanced contributions.

A 1977 report issued by the U.S. General Accounting Office (GAO) estimates that 20 percent of all food produced in the United States during the 1974 crop year—approximately 137 million tons valued at $31 billion—was lost or wasted. The study noted that close to 49 million persons could have been fed from these lost food grains, meats, sugar, oilseeds, vegetables and fruits. A number of organizations across the nation view this food loss as a missed opportunity to feed the hungry and have initiated gleaning programs for harvesting crops left in the fields and channeling them to low-income persons. In 1983, Reverend Ray Buchanan, Co-director of the Society of St. Andrew, launched the Potato Project, a program targetted at the elimination of food waste. Under this program, more than 53 million pounds of potatoes and yams—which would have been dumped or left to rot in the fields—have been harvested by volunteers and distributed to needy households.

2. Committee Activities.—The Select Committee conducted a hearing to examine the effectiveness of the partnership forged by the Federal Government and the private sector to alleviate hunger and the steps necessary to strengthen cooperative efforts to improve the availability of food and social services to those in need. The Committee also examined the potential impact of legislation to help support private sector anti-hunger initiatives through a trust fund financed by direct contributions from individuals' income tax refunds.

The Treasury Department regulations governing the tax treatment of charitable contributions of food valued in excess of $5,000 require that qualified appraisers conduct detailed assessments of donations which must be filed with the donors' tax forms. C corporation (publicly-owned corporation) donations are exempt from these requirements if they are made to benefit the ill, needy and infants. However, closely held corporations (corporations in which fewer than five persons own more than 50 percent of the stock) must adhere to these rules. Consequently, a number of food producers and processors have reported that the burdensome reporting requirements hinder their contributions to food banks. In response to this dilemma, the Select Committee on Hunger played a key role in securing the adoption of a Senate amendment to the Technical Corrections Act which would grant the Internal Revenue Service the authority to promulgate regulations allowing closely held corporations a more relaxed reporting requirement for contributions.

During the 99th Congress, the Select Committee played a key role in assuring the inclusion of language in the Food Security Act to promote gleaning of surplus farm products for use in private emergency food assistance programs. Subsequently, in August 1987, the Committee conducted a hearing to examine the role the Federal Government could assume in helping to educate the public about gleaning and to expand gleaning activities. Following these proceedings, members of the Committee introduced legislation proposing the establishment of a national gleaning clearinghouse within the Department of Agriculture. The Select Committee played a key role in assuring the inclusion of gleaning clearinghouse language in the Emergency Hunger Prevention Act. As signed into law, the provisions authorize the Secretary of Agriculture to provide technical assistance to state and local agencies for encouraging public and private nonprofit agency involvement in, and sponsorship of, gleaning progams; and, collecting and disseminating information on the types, amounts and geographical location of agricultural products and prepared foods available for gleaning.

3. Conclusions.—In view of current budget contraints which prevent significant improvements in social program benefits which extend to all poor access to a nutritious diet on a consistent basis, the Federal Government should pursue initiatives which foster private giving and lend technical support to private organizations involved in the delivery of services to the poor.

F. Transitional Living Facilities for Homeless Youth

1. Issue Description.—Based on a survey of twenty-six major cities, a study issued in December 1987 by the U.S. Conference of Mayors reports that unaccompanied youth, aged eighteen years and younger, comprise at least four percent of the homeless population. In five of the responding cities, such youth account for at least ten percent of the homeless. These statistics represent children and adolescents who are alone and without resources and who are in critical need of assistance to assure their survival.

Although there is already in place a network of programs which provide crisis intervention for runaway youth, assistance is restricted to a two-week period and services focus on family reunification. All children who make their homes on the streets do not do so by choice. Many youths do not have access to a safe environment with immediate family members or other relatives. Thus, while a number of these individuals are fortunate enough to secure shelter, food, clothing and counseling through the temporary crisis intervention network, service providers testifying before the House Education and Labor Subcommittee on Human Resources report a critical need for expanded support services.

2. Committee Activities.—In January 1987, the Chairman of the Committee introduced legislation to establish a grant program for the development and maintenance of transitional living facilities for runaway and homeless youth. In June 1988, he testified before the House Education and Labor Subcommittee on Human Resources that such facilities would enhance the provision of basic necessities with such complementary services as interpersonal skills building, mental and physical health care, education and job training. The Chairman's proposal was incorporated in the Juvenile Justice and Delinquency Prevention Act of 1987 and enacted as part of the Omnibus Drug Bill. As signed into law, the bill establishes the $5 million grant program to support transitional living facilities for unaccompanied youth with the intent of encouraging self-sufficiency for this population and preventing their long-term dependency on social service programs.

3. Conclusion.—During a number of Select Committee hearings, witnesses have addressed the need for interventions designed to prevent long-term dependency on public assistance programs. Statistics from the Census Bureau indicate a high rate of poverty among children; and, research reveals an escalating population of children among the homeless. Based on these findings, it is recommended that attention be given to the employment of innovative strategies which provide young people with quality education and employment skills to enable them, upon attaining adulthood, to secure jobs at adequate wages thus allowing individuals independence from public assistance programs.

MINORITY VIEWS

The Minority is in general agreement with the progress report, but believes that a few comments or amplifications are in order.

Portions of the discussion on the situation in Southern Africa are highly tendentious, especially the section dealing with the civil war in Angola. Characterizing the civil war there as simply "the external face of apartheid" is absurd and ignores the real causes of the conflict between UNITA and the MPLA. The Minority believes, as do a growing number of black African nations, that a negotiated end to the civil war is the only acceptable solution for the Angolan people. The root cause of hunger in Angola will only be addressed when the Luanda regime agrees to national reconciliation with UNITA.

The Minority believes that greater credit should be given to the Administration as it attempts to meet foreign aid goals with a limited budget. This challenge could become even greater in the years ahead. As AID testified at Committee hearings during the 100th Congress, funding constraints force the Administration to place priorities on, and limit funding for, a variety of worthwhile programs. Funding for women in development is one such program. The eradication of guinea worm disease is another. AID testified during the hearing on guinea worm, for example, that the relatively low level of funding for eradication resulted from "the guidance of this committee and others to focus its health activities, and particularly focus them on child survival activities." According to AID, a guinea worm eradication program would cost close to $1 billion, and the agency "cannot give it the kind and quality of priority that other child survival activities clearly demand."

On domestic issues, the Minority believes credit should be given for progress in reducing the number of errors made in the processing of food stamp benefits. Assisted by newly enacted laws requiring States to reduce payment error rates, there has been a decline from 8.3 percent to 7.6 percent in payment error rates from FY 1985 through FY 1987.

The report states that the severity of the homeless problem is escalating at a rapid rate, but then goes on to say that there are no precise figures to substantiate this claim. Although some figures show the number of homeless to be around 2 million people, a USDA study indicates that the number of homeless is closer to 300,000, or less than two-tenths of 1 percent of the nation's population. At the same time, surveys show that only a small fraction of today's homeless are in that condition because of economic reasons. The vast majority are there either because of drug and alcohol addiction or because they have been improperly released from mental institutions.

The report also cites a lack of affordable low-income housing as being a major cause of homelessness. While the rate of growth in housing has slowed, it is important to note that total housing assistance has still risen 46 percent in constant dollars since 1981, an average of 6.5 percent per year—far faster than the economy as a whole. Further, nine U.S. cities with rent control have three times the rate of homelessness as the U.S. city average, indicating that rent control is a leading cause of homelessness.

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